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**U. S. DEPARTMENT OF LABOR  
BUREAU OF LABOR STATISTICS**

ROYAL MEEKER, Commissioner

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WASHINGTON

SEPTEMBER, 1916

### CONCILIATION WORK OF THE DEPARTMENT OF LABOR, JULY 16 TO AUGUST 15, 1916.

The organic act of the department gives the Secretary of Labor the authority to mediate in labor disputes through the appointment, in his discretion, of commissioners of conciliation. During the month, July 16 to August 15, 1916, the Secretary exercised his good offices in 23 labor disputes. The companies involved, the number of employees affected, and the results secured, so far as information is available, were as follows:

NUMBER OF LABOR DISPUTES HANDLED BY THE DEPARTMENT OF LABOR, THROUGH ITS COMMISSIONERS OF CONCILIATION, JULY 16 TO AUGUST 15, 1916.

Name.	Workmen affected.		Result.
	Directly.	Indirectly.	
Controversy between Missouri Pacific Ry. Co. and its signalmen.	12	.....	Adjusted.
Strike of machinists, Youngstown, Ohio.....	800	3,700	Pending.
Strike of shipbuilding plants, Norfolk, Va.....	.....	.....	Settlement in 5 shops.
Strike of shipbuilding plants, New York City and vicinity....	10,000	15,000	Pending.
Controversy between Mare Island, Cal., and Bremerton, Wash., Navy Yards and their mechanical forces.	.....	.....	Do.
Strike of iron miners, Mesaba region, Minn.....	15,000	.....	Do.
Strike of street railway employees, Harrisburg, Pa.....	.....	.....	Do.
Controversy between Washington Steel & Ordnance Co. and electrical workers, Geisboro, D. C.	33	2,700	Controversy ended by action of union in calling off strike.
Lockout of insurance agents, Prudential Life Insurance Co., New York, N. Y., and Philadelphia, Pa.	.....	.....	Pending.
Strike of carmen, Erie R. R., Port Jervis, N. Y.....	100	250	Do.
Garment workers' strike, New York City.....	50,000	.....	Adjusted.
Strike of Central of New Jersey Ry. clerks, Jersey City, N. J.	150	.....	Unable to adjust.
Cement workers' strike, La Salle, Ill.....	1,000	.....	Pending.
Machinists' strike, Hamilton, Ohio.....	.....	.....	Do.
Controversy between Baltimore & Ohio R. R. Co. and maintenance-of-way employees.	.....	.....	Do.
Controversy between Crown Cork & Seal Co. and machinists, Baltimore, Md.	.....	.....	Do.
Controversy between Akron, Ohio, rubber manufacturers and employees, Akron, Ohio.	.....	.....	Do.
Threatened strike of milk delivery drivers, Cleveland, Ohio...	.....	.....	Do.
Strike of milk delivery drivers, St. Louis, Mo.....	.....	.....	Do.
Strike, Lehigh Spinning Co., Philadelphia, Pa.....	.....	.....	Adjusted.
Strike at mills of A. J. Cameron & Co., Philadelphia, Pa.....	.....	.....	Pending.
Strike of trackmen, Chicago, Burlington & Quincy Ry. Co....	200	.....	Do.
Controversy between the Coal & Coke Ry. Co. and shop employees.	.....	.....	Do.

The following strikes in Philadelphia, reported in the statement of July 15, 1916, as pending, have been adjusted since that date: Jonathan Ring & Son, Mark D. Ring & Co., H. B. Thomas, Byrne & Hance, Chas. W. Haven, Klink & Landis, H. B. Rinehard, John W. Emsley, Bunker-Howard Spinning Co. (All fine woolen yarn spinners, located in Philadelphia.)

### FEDERAL EMPLOYMENT WORK OF THE DEPARTMENT OF LABOR.

During July, 1916, the Division of Information of the Bureau of Immigration of the Department of Labor placed 16,309 persons in employment as compared with 11,960 during June, 1916. The operations of the different offices throughout the country, by months, since May, 1915, when fuller reports began to be made, are contained in the statement following:

#### OPERATIONS OF THE DIVISION OF INFORMATION, BUREAU OF IMMIGRATION, DURING THE MONTHS OF MAY, 1915, TO JULY, 1916.

Year and month.	Number of applications for help.	Number of persons applied for.	Number of applicants for places.	Number referred to employment.	Number actually employed.
<b>1915.</b>					
May.....	638	3,826	12,132	3,752	3,495
June.....	1,249	3,601	14,530	5,131	4,646
July.....	1,160	8,665	18,061	6,360	6,035
August.....	1,279	7,931	17,827	7,321	6,757
September.....	1,201	4,551	13,334	5,671	5,405
October.....	1,104	5,423	12,215	5,460	5,006
November.....	847	4,650	11,908	4,459	4,146
December.....	698	3,588	11,902	2,622	2,170
<b>1916.</b>					
January.....	933	5,063	15,015	4,300	3,419
February.....	1,423	6,413	14,257	5,036	4,185
March.....	3,443	10,209	19,484	8,113	7,030
April.....	3,805	12,104	13,496	8,843	7,653
May.....	4,918	21,326	17,614	12,938	11,453
June.....	4,826	17,402	18,824	13,839	11,960
July.....	5,488	23,657	24,058	17,608	16,309

The following statement of the work of the 18 different zones covering the whole country gives details for July, 1916:

#### SUMMARY OF ACTIVITIES OF UNITED STATES EMPLOYMENT SERVICE FOR JULY, 1916.

Zone number and office.	Opportunities received.		Applications for employment.		
	Applications for help.	Persons applied for.	Applications received.	Referred to employment.	Number actually employed.
1. Boston, Mass.....	7	141	54	14	14
2. New York, N. Y.....	245	956	1,123	510	494
Buffalo, N. Y.....	93	850	698	694	517
Total.....	338	1,806	1,826	1,204	1,011



SUMMARY OF ACTIVITIES OF UNITED STATES EMPLOYMENT SERVICE FOR JULY,  
1916—Concluded.

Zone number and office.	Opportunities received.		Applications for employment.		
	Applica- tions for help.	Persons applied for.	Applica- tions re- ceived.	Referred to em- ploy- ment.	Number actually em- ployed.
3. Philadelphia, Pa.....	86	588	302	288	224
Wilmington, Del.....	21	524	101	27	13
Pittsburgh, Pa.....	15	196	505	273	246
Total.....	122	1,308	908	588	483
4. Baltimore, Md.....	42	110	156	192	180
5. Norfolk, Va.....	17	182	114	42	22
6. Jacksonville, Fla.....			732	515	515
Miami, Fla.....	1	2	14	2	2
Savannah, Ga.....	2	106	362	106	106
Charleston, S. C.....	1	38	97	169	169
Mobile, Ala.....			10		
Total.....	4	146	1,215	792	792
7. New Orleans, La.....	18	21	289	35	13
Gulfport, Miss.....	1	1	47		
Total.....	19	22	336	35	13
8. Galveston, Tex.....	5	6	34	11	9
Houston, Tex.....			9		
El Paso, Tex.....			1		
Albuquerque, N. Mex.....			3		
Total.....	5	6	47	11	9
9. Cleveland, Ohio.....	21	201	125	88	12
10. Chicago, Ill.....	220	1,702	1,096	1,050	1,022
Detroit, Mich.....	153	1,269	1,072	1,063	1,044
Indianapolis, Ind.....	62	857	866	737	660
Sault Ste. Marie, Mich.....	8	81	77	64	63
Total.....	443	3,909	3,111	2,914	2,789
11. Minneapolis, Minn.....	118	128	70	60	60
12. St. Louis, Mo.....	14	117	200	50	45
Kansas City, Mo.....	505	1,458	1,228	1,006	787
Total.....	519	1,575	1,428	1,056	832
13. Denver, Colo.....	3	3	27	8	
14. Helena, Mont.....	3	3	27	8	
15. Seattle, Wash.....	150	829	1,317	456	416
Aberdeen, Wash.....	20	92	226	92	92
Bellingham, Wash.....	31	162	167	92	75
Everett, Wash.....					
North Yakima, Wash.....	538	925	883	728	696
Spokane, Wash.....	74	580	639	511	511
Tacoma, Wash.....	530	2,529	1,165	1,088	1,065
Walla Walla, Wash.....	209	390	490	382	375
Sumner, Wash.....	350	2,500	1,894	1,775	1,768
Puyallup, Wash.....	150	1,250	650	639	628
Total.....	2,052	9,257	7,431	5,763	5,626
16. Portland, Oreg.....	1,224	2,589	2,512	2,454	2,399
17. San Francisco, Cal.....	193	412	1,248	654	378
18. Los Angeles, Cal.....			103		
San Diego, Cal.....	335	778	1,017	803	767
Total.....	335	778	1,120	803	767
Harvest hands (July), through general inspector, Kansas City, Mo.....	23	1,081	2,303	922	922
Grand total.....	5,488	23,657	24,058	17,608	16,309

## WORK OF STATE AND MUNICIPAL EMPLOYMENT BUREAUS.

In the following table data are presented for July, 1915, and July, 1916, relative to the operations of public employment offices. Information is furnished for State employment bureaus in 16 States, municipal employment bureaus in 9 States, State-city employment bureaus in 2 States, a Federal-State employment bureau in 1 State, and a city-private employment bureau in 1 State.

OPERATIONS OF PUBLIC EMPLOYMENT OFFICES, JULY, 1915 AND 1916.

State and city.	Number of applications from employers.	Number of persons asked for by employers.	Number of persons applying for work.		Number of persons referred to positions.	Number of positions filled.
			New registrations.	Renewals.		
California (municipal):						
Berkeley—						
July, 1915.....	177	228	131	491	228	228
July, 1916.....	217	235	59	312	223	223
Sacramento—						
July, 1915.....	150	340	100	(1)	340	(1)
July, 1916.....	191	379	63	(1)	379	(1)
California (State-city):						
Los Angeles 2—						
July, 1915.....	(1)	(1)	1,813	(1)	(1)	2,857
July, 1916.....	2,547	4,401	2,159	(1)	4,478	4,070
California (State):						
Oakland—						
July, 1916.....	729	994	541	322	958	737
Sacramento—						
July, 1916.....	340	959	801	259	831	777
San Francisco—						
July, 1916.....	1,295	2,439	2,306	345	2,416	1,725
Total:						
July, 1915.....					568	3,085
July, 1916.....					9,285	7,532
Colorado (State):						
Colorado Springs—						
July, 1915.....	(1)	906	(1)	(1)	(1)	810
July, 1916.....	(1)	1,242	1,025	(1)	858	(1)
Denver, No. 1—						
July, 1915.....	(1)	228	(1)	(1)	(1)	213
July, 1916.....	(1)	374	355	(1)	339	(1)
Denver, No. 2—						
July, 1915.....	(1)	205	(1)	(1)	(1)	164
July, 1916.....	(1)	270	346	(1)	249	(1)
Pueblo—						
July, 1915.....	(1)	232	(1)	(1)	(1)	232
July, 1916.....	(1)	502	533	(1)	497	(1)
Total:						
July, 1915.....					(1)	1,419
July, 1916.....					1,943	(1)
Connecticut (State):						
Bridgeport—						
July, 1915.....	308	(1)	(1)	(1)	(1)	271
July, 1916.....	978	(1)	(1)	(1)	(1)	875
Hartford—						
July, 1915.....	342	(1)	(1)	(1)	(1)	265
July, 1916.....	776	(1)	(1)	(1)	(1)	553
New Haven—						
July, 1915.....	315	(1)	(1)	(1)	(1)	225
July, 1916.....	741	(1)	(1)	(1)	(1)	601
Norwich—						
July, 1915.....	28	(1)	(1)	(1)	(1)	19
July, 1916.....	230	(1)	(1)	(1)	(1)	224
Waterbury—						
July, 1915.....	156	(1)	(1)	(1)	(1)	127
July, 1916.....	156	(1)	(1)	(1)	(1)	109
Total:						
July, 1915.....					(1)	907
July, 1916.....					(1)	2,362

1 Not reported.

2 Includes Los Angeles district, 8 counties.

## OPERATIONS OF PUBLIC EMPLOYMENT OFFICES, JULY, 1915 AND 1916—Continued.

State and city.	Number of applications from employers.	Number of persons asked for by employers.	Number of persons applying for work.		Number of persons referred to positions.	Number of positions filled.
			New registrations.	Renewals.		
Illinois (municipal):						
Chicago—						
July, 1916.....	1 47	704	2 706	( <sup>3</sup> )	704	135
Illinois (State):						
Chicago—						
July, 1916.....	( <sup>3</sup> )	8, 275	2 9, 586	( <sup>3</sup> )	( <sup>3</sup> )	7, 781
East St. Louis—						
July, 1915.....	( <sup>3</sup> )	577	2 770	( <sup>3</sup> )	( <sup>3</sup> )	577
July, 1916.....	( <sup>3</sup> )	1, 518	2 1, 576	( <sup>3</sup> )	( <sup>3</sup> )	1, 095
Peoria—						
July, 1915.....	( <sup>3</sup> )	419	2 519	( <sup>3</sup> )	( <sup>3</sup> )	419
July, 1916.....	( <sup>3</sup> )	1, 246	2 823	( <sup>3</sup> )	( <sup>3</sup> )	759
Springfield—						
July, 1915.....	( <sup>3</sup> )	212	2 374	( <sup>3</sup> )	( <sup>3</sup> )	212
July, 1916.....	( <sup>3</sup> )	795	2 721	( <sup>3</sup> )	( <sup>3</sup> )	654
Rock Island-Moline—						
July, 1915.....	( <sup>3</sup> )	374	2 479	( <sup>3</sup> )	( <sup>3</sup> )	374
July, 1916.....	( <sup>3</sup> )	767	2 702	( <sup>3</sup> )	( <sup>3</sup> )	608
Rockford—						
July, 1915.....	( <sup>3</sup> )	302	2 399	( <sup>3</sup> )	( <sup>3</sup> )	301
July, 1916.....	( <sup>3</sup> )	1, 080	2 895	( <sup>3</sup> )	( <sup>3</sup> )	763
Total:						
July, 1915.....					( <sup>3</sup> )	1, 883
July, 1916.....					704	11, 795
Indiana (State):						
Fort Wayne—						
July, 1915.....	225	349	253	109	362	348
July, 1916.....	381	799	460	115	575	485
South Bend—						
July, 1915.....	142	294	412	117	271	243
July, 1916.....	279	878	389	39	392	316
Total:						
July, 1915.....					633	591
July, 1916.....					967	801
Iowa (State):						
Des Moines—						
July, 1916.....	34	105	54	12	40	11
Kansas (State):						
July, 1915.....	41	49	50	6	50	45
July, 1916.....	60	72	90		79	61
Kentucky (city-private):						
Louisville—						
July, 1915.....	( <sup>3</sup> )	109	459	993	63	38
July, 1916.....	( <sup>3</sup> )	285	360	617	282	145
Kentucky (State):						
Louisville—						
July, 1915.....	57	57			57	57
July, 1916.....	364	364			364	364
Total:						
July, 1915.....					120	95
July, 1916.....					646	599
Massachusetts (State):						
Boston—						
July, 1915.....	1, 218	1, 361	4 880	( <sup>3</sup> )	5 2, 333	1, 084
July, 1916.....	2, 065	2, 309	4 1, 185	( <sup>3</sup> )	5 3, 052	1, 396
Fall River—						
July, 1915.....	75	83	4 16	( <sup>3</sup> )	5 81	66
July, 1916.....	113	115	4 13	( <sup>3</sup> )	5 106	101
Springfield—						
July, 1915.....	430	529	4 227	( <sup>3</sup> )	5 683	441
July, 1916.....	990	1, 282	4 665	( <sup>3</sup> )	5 1, 598	981
Worcester—						
July, 1915.....	457	608	4 531	( <sup>3</sup> )	5 843	390
July, 1916.....	975	1, 246	4 507	( <sup>3</sup> )	5 1, 210	639
Total:						
July, 1915.....					5 3, 940	1, 981
July, 1916.....					5 5, 966	3, 117

<sup>1</sup> Number of requisitions.<sup>3</sup> Not reported.<sup>5</sup> Number of offers of positions.<sup>2</sup> Number applying for work.<sup>4</sup> Number who were registered.



## OPERATIONS OF PUBLIC EMPLOYMENT OFFICES, JULY, 1915 AND 1916—Continued.

State and city.	Number of applications from employers.	Number of persons asked for by employers.	Number of persons applying for work.		Number of persons referred to positions.	Number of positions filled.
			New registrations.	Renewals.		
<b>Michigan (State):</b>						
Battle Creek—						
July, 1916.....	110	293	1 146	(2)	126	126
Bay City—						
July, 1916.....	62	250	1 116	(2)	116	101
Detroit—						
July, 1915.....	(2)	(2)	(2)	(2)	(2)	1,496
July, 1916.....	1,179	5,196	1 5,151	(2)	5,151	5,151
Flint—						
July, 1915.....	(2)	(2)	(2)	(2)	(2)	351
July, 1916.....	437	1,028	1 918	(2)	918	918
Grand Rapids—						
July, 1915.....	(2)	(2)	(2)	(2)	(2)	589
July, 1916.....	512	929	1 1,006	(2)	994	994
Jackson—						
July, 1915.....	(2)	(2)	(2)	(2)	(2)	415
July, 1916.....	341	837	1 806	(2)	806	793
Kalamazoo—						
July, 1915.....	(2)	(2)	(2)	(2)	(2)	381
July, 1916.....	464	480	1 464	(2)	464	464
Lansing—						
July, 1916.....	88	247	1 216	(2)	204	197
Muskegon—						
July, 1916.....	40	337	1 220	(2)	220	204
Saginaw—						
July, 1915.....	(2)	(2)	(2)	(2)	(2)	695
July, 1916.....	156	1,018	1 861	(2)	861	861
Total:						
July, 1915.....					(2)	3,927
July, 1916.....					9,860	9,817
<b>Minnesota (State):</b>						
Duluth—						
July, 1915.....	(2)	(2)	(2)	(2)	(2)	800
July, 1916.....	(2)	(2)	(2)	(2)	(2)	1,203
Minneapolis—						
July, 1915.....	(2)	(2)	(2)	(2)	(2)	1,509
July, 1916.....	(2)	(2)	(2)	(2)	(2)	2,099
St. Paul—						
July, 1915.....	(2)	(2)	(2)	(2)	(2)	833
July, 1916.....	(2)	(2)	(2)	(2)	(2)	1,351
Total:						
July, 1915.....					(2)	3,112
July, 1916.....					(2)	4,653
<b>Missouri (State):</b>						
Kansas City—						
July, 1915.....	(2)	400	1 443	(2)	(2)	399
July, 1916.....	511	1,550	1 1,428	(2)	1,047	826
St. Joseph—						
July, 1915.....	(2)	1,828	1 925	(2)	(2)	908
July, 1916.....	(2)	1,288	1 1,020	(2)	(2)	1,019
St. Louis—						
July, 1915.....	(2)	192	1 441	(2)	(2)	182
July, 1916.....	(2)	522	423	58	(2)	375
Total:						
July, 1915.....					(2)	1,489
July, 1916.....					1,047	2,220
<b>Montana (municipal):</b>						
Butte—						
July, 1915.....	242	323	500	(2)	495	272
July, 1916.....	300	350	450	(2)	460	350
<b>New Jersey (municipal):</b>						
Newark—						
July, 1915.....	(2)	610	(2)	(2)	751	462
July, 1916.....	(2)	1,563	848	2,414	1,536	1,178
<b>New York (municipal):</b>						
New York City—						
July, 1915.....	273	331	2,457		741	255
July, 1916.....	1,944	2,157	2,188		3,048	1,800

<sup>1</sup> Number applying for work.<sup>2</sup> Not reported.

## OPERATIONS OF PUBLIC EMPLOYMENT OFFICES, JULY, 1915 AND 1916—Continued.

State and city.	Number of appli- cations from em- ployers.	Number of persons asked for by em- ployers.	Number of persons applying for work.		Number of persons referred to posi- tions.	Number of posi- tions filled.
			New reg- istra- tions.	Renewals.		
New York (State):						
Albany—						
July, 1915.....	(1)	363	780	(1)	479	299
July, 1916.....	545	770	452	176	651	394
Brooklyn—						
July, 1915.....	(1)	566	1,610	(1)	903	418
July, 1916.....	1,287	1,863	1,166	475	1,984	1,085
Buffalo—						
July, 1915.....	(1)	529	1,304	(1)	608	398
July, 1916.....	836	1,564	917	61	1,402	1,052
Rochester—						
July, 1915.....		745	889		964	440
July, 1916.....	1,079	1,860	717	114	1,335	663
Syracuse—						
July, 1915.....	(1)	805	1,108	(1)	944	540
July, 1916.....	554	703	399	56	616	501
Total:						
July, 1915.....					4,639	2,350
July, 1916.....					9,036	5,485
Ohio (State-city):						
Akron—						
July, 1915.....	(1)	753	1,167	1,777	759	541
July, 1916.....	(1)	1,951	627	1,314	1,573	1,314
Cincinnati—						
July, 1915.....	(1)	938	1,583	4,043	1,146	779
July, 1916.....	(1)	1,564	1,221	2,509	1,387	932
Cleveland—						
July, 1915.....	(1)	3,752	3,128	6,505	3,659	2,897
July, 1916.....	(1)	7,297	2,809	6,661	6,335	5,202
Columbus—						
July, 1915.....	(1)	1,144	801	2,616	1,127	1,011
July, 1916.....	(1)	2,826	892	1,892	2,227	1,827
Dayton—						
July, 1915.....	(1)	577	718	1,710	541	507
July, 1916.....	(1)	1,069	677	1,032	914	817
Toledo—						
July, 1915.....	(1)	2,205	2,214	3,802	1,878	1,793
July, 1916.....	(1)	5,118	1,386	1,747	2,438	2,068
Youngstown—						
July, 1915.....	(1)	777	684	772	680	606
July, 1916.....	(1)	1,240	685	1,034	1,183	1,051
Total:						
July, 1915.....					9,790	8,134
July, 1916.....					16,057	13,211
Oklahoma (State):						
Enid—						
July, 1915.....	(1)		(1)	(1)	(1)	168
July, 1916.....	(1)	289	(1)	(1)	(1)	272
Muskogee—						
July, 1915.....	(1)		(1)	(1)	(1)	149
July, 1916.....	(1)	263	(1)	(1)	(1)	178
Oklahoma City—						
July, 1915.....	(1)		(1)	(1)	(1)	325
July, 1916.....	(1)	588	(1)	(1)	(1)	436
Tulsa—						
July, 1915.....	(1)		(1)	(1)	(1)	102
July, 1916.....	(1)	870	(1)	(1)	(1)	767
Total:						
July, 1915.....					(1)	744
July, 1916.....					(1)	1,653
Oregon (municipal):						
Portland—						
July, 1916.....	(1)	2,589	266	(1)	(1)	2,401

<sup>1</sup> Not reported.

## OPERATIONS OF PUBLIC EMPLOYMENT OFFICES, JULY, 1915 AND 1916—Concluded.

State and city.	Number of applications from employers.	Number of persons asked for by employers.	Number of persons applying for work.		Number of persons referred to positions.	Number of positions filled.
			New registrations.	Renewals.		
Pennsylvania (State):						
Altoona—						
July, 1916.....	(1)	238	47	.....	37	32
Harrisburg—						
July, 1916.....	(1)	465	159	72	191	181
Johnstown—						
July, 1916.....	(1)	226	41	15	49	45
Philadelphia—						
July, 1916.....	(1)	591	787	199	551	507
Pittsburgh—						
July, 1916.....	(1)	2,233	749	168	562	512
Total:						
July, 1916.....					1,390	1,277
Rhode Island (State):						
Providence—						
July, 1915.....	267	317	232	98	(1)	317
July, 1916.....	321	311	194	118	(1)	311
Texas (municipal):						
Dallas—						
July, 1915.....	132	167	147	15	167	167
July, 1916.....	177	393	46	7	393	393
Fort Worth—						
July, 1915.....	80	259	2 506	(1)	275	199
July, 1916.....	121	373	330	47	315	307
Total:						
July, 1915.....					442	366
July, 1916.....					708	700
South Dakota (Federal-State):						
Huron—						
July, 1916.....	60	3,691	1,270	(1)	1,270	1,270
Virginia (municipal):						
Richmond—						
July, 1915.....	146	254	2 550	(1)	269	158
July, 1916.....	288	691	711	(1)	795	396
Washington (Federal-municipal):						
Tacoma <sup>2</sup> .....						
Washington (municipal):						
Everett—						
July, 1915.....	(1)	(1)	(1)	(1)	(1)	212
July, 1916.....	(1)	(1)	(1)	(1)	(1)	438
Seattle—						
July, 1915.....	2,950	3,198	(1)	(1)	3,403	2,936
July, 1916.....	3,347	6,471	(1)	(1)	6,497	6,009
Spokane—						
July, 1915.....	(1)	(1)	(1)	(1)	933	863
July, 1916.....	2,229	4,610	.....	.....	4,075	3,929
Total:						
July, 1915.....					4,336	4,011
July, 1916.....					10,572	10,376

<sup>1</sup> Not reported.<sup>2</sup> Number applying for work.<sup>3</sup> Figures for this office are carried regularly in the REVIEW under the subject, "Federal employment work of the Department of Labor," to which the reader is referred.

## EMPLOYMENT IN SELECTED INDUSTRIES IN JULY, 1916.

In continuation of similar information given in this publication for several months past, four tables are here presented, which are designed to show the changes in the amount of employment in representative establishments in 10 manufacturing industries between July, 1915, and July, 1916, and between June, 1916, and July, 1916.

The following table shows that the number of employees in July, 1916, was greater than the number of employees in July, 1915, in all of the 10 industries covered except cotton manufacturing and cigar manufacturing. The greatest increase shown is 27.1 per cent for the iron and steel industry. The amount of money paid out to employees in July, 1916, was greater in all of the 10 industries than in July, 1915. The greatest increase in the amount of money so paid out was 49.5 per cent in the iron and steel industry.

COMPARISON OF EMPLOYMENT IN IDENTICAL ESTABLISHMENTS IN JULY, 1915, AND JULY, 1916.

Industry.	Estab-lish-ments to which in-quiries were sent.	Estab-lish-ments re-ported for July both years.	Period of pay roll.	Number on pay roll in July—		Percent of in-crease (+) or decrease (-).	Amount of payroll in July—		Per cent of in-crease (+) or de-crease (-).
				1915	1916		1915	1916	
Boots and shoes.....	86	63	1 week.....	39,097	48,261	+23.4	\$450,317	\$621,556	+38.0
Cotton manufactur- ing.....	92	51	...do.....	40,781	40,391	-1.0	320,850	363,618	+13.3
Cotton finishing.....	19	14	...do.....	8,542	8,905	+4.2	82,107	103,372	+25.9
Hosiery and under- wear.....	82	51	...do.....	26,228	28,325	+8.0	223,287	255,308	+14.3
Woolen.....	56	43	...do.....	32,473	35,759	+10.1	304,877	423,855	+39.0
Silk.....	64	47	2 weeks.....	14,123	16,053	+13.7	271,204	317,056	+16.9
Men's ready-made clothing.....	85	35	1 week.....	16,074	17,455	+8.6	198,432	226,140	+14.0
Iron and steel.....	142	98	½ month.....	125,613	159,676	+27.1	3,597,452	5,378,285	+49.5
Car building and re- pairing.....	80	18	...do.....	22,353	26,195	+17.0	639,730	772,038	+20.7
Cigar manufacturing..	107	56	1 week.....	17,270	16,430	-4.9	175,308	175,762	+ .2

From the smaller number of establishments reporting the number of employees actually working on the last full day of the reported pay period it will be noted in the table following that more employees were on the pay roll in all the industries, except that of cigar manufacturing, in July, 1916, than in July, 1915. The greatest increase reported is 25.7 per cent for the iron and steel industry.

COMPARISON OF EMPLOYMENT IN IDENTICAL ESTABLISHMENTS ON LAST FULL DAY'S OPERATION IN JULY, 1915, AND JULY, 1916.

Industry.	Estab-lish-ments re-ported for July both years.	Period of pay roll.	Number actually working on last full day of re-ported pay per-iod in July—		Per cent of in-crease (+) or decrease (-).
			1915	1916	
Boots and shoes.....	24	1 week.....	11,920	13,329	+11.8
Cotton manufacturing.....	35	...do.....	23,945	23,967	( <sup>1</sup> )
Cotton finishing.....	9	...do.....	5,776	6,579	+13.9
Hosiery and underwear.....	13	...do.....	9,690	9,921	+2.4
Woolen.....	41	...do.....	29,415	33,157	+12.7
Silk.....	38	2 weeks.....	11,623	13,189	+13.5
Men's ready-made clothing.....	10	1 week.....	1,218	1,282	+5.3
Iron and steel.....	82	½ month.....	99,269	124,797	+25.7
Car building and repairing.....	18	...do.....	20,690	23,160	+11.9
Cigar manufacturing.....	31	1 week.....	6,131	5,844	-4.7

<sup>1</sup> Increase of less than one-tenth of 1 per cent.



An examination of the next table shows that half of the 10 industries listed show an increase in the number of employees on the pay roll in July, 1916, over June, 1916, and half show a reduction. In the amount of money paid out to employees in wages a reduction is shown for all the industries for July, 1916, as against June, 1916. The greatest reduction is 13 per cent for the iron and steel industry.

COMPARISON OF EMPLOYMENT IN IDENTICAL ESTABLISHMENTS IN JUNE, 1916, AND JULY, 1916.

Industry.	Estab-lish-ments to which in-quiries were sent.	Estab-lish-ments report-ing for June and July.	Period of pay roll.	Number on pay roll in—		Per cent of increase (+) or decrease (-).	Amount of pay roll in—		Per cent of in-crease (+) or de-crease (-).
				June, 1916.	July, 1916.		June, 1916.	July, 1916.	
Boots and shoes.....	86	64	1 week.....	48,578	49,096	+1.1	\$637,092	\$630,525	- 1.0
Cotton manufactur-ing.	92	52	.....do.....	41,988	42,056	+ .2	386,816	377,223	- 2.5
Cotton finishing.....	19	14	.....do.....	8,924	8,905	- .2	106,426	103,372	- 2.9
Hosiery and under-wear.	82	50	.....do.....	27,373	27,140	- .9	263,804	246,560	- 6.5
Woolen.....	56	44	.....do.....	36,594	36,141	-1.2	439,091	428,942	- 2.3
Silk.....	64	44	2 weeks.....	15,196	15,253	+ .4	331,138	299,444	- 9.6
Men's ready-made clothing.	85	33	1 week.....	16,657	16,245	-2.5	226,828	222,713	- 1.8
Iron and steel.....	142	100	½ month.....	157,693	159,338	+1.0	6,124,440	5,329,374	-13.0
Car building and re-pairing.	80	16	.....do.....	19,499	19,439	- .3	680,136	603,624	-11.2
Cigar manufacturing.	107	55	1 week.....	16,199	16,285	+ .5	173,018	172,821	- .1

In the table next below the industries of boots and shoes, men's ready-made clothing, and cigar manufacturing report a larger number of employees as actually working on the last full day of the reported pay period in July, 1916, than in June, 1916. A decline in the number of such employees within the month is shown for all of the other industries. The greatest reduction is 4.4 per cent for the car building and repairing industry.

COMPARISON OF EMPLOYMENT IN IDENTICAL ESTABLISHMENTS ON LAST FULL DAY'S OPERATION IN JUNE, 1916, AND JULY, 1916.

Industry.	Estab-lish-ments report-ing for June and July.	Period of pay roll.	Number actually working on last full day of re-ported pay pe-riod in—		Per cent of in-crease (+) or de-crease (-).
			June, 1916	July, 1916	
Boots and shoes.....	20	1 week.....	11,508	11,691	+1.6
Cotton manufacturing.....	34	.....do.....	23,776	23,765	- (1)
Cotton finishing.....	9	.....do.....	6,677	6,579	-1.5
Hosiery and underwear.....	12	.....do.....	8,721	8,374	-4.0
Woolen.....	42	.....do.....	28,387	27,947	-1.6
Silk.....	37	2 weeks.....	13,227	12,830	-3.0
Men's ready-made clothing.....	8	1 week.....	790	799	+1.1
Iron and steel.....	96	½ month.....	131,230	130,378	- .7
Car building and repairing.....	16	.....do.....	17,873	17,078	-4.4
Cigar manufacturing.....	28	1 week.....	5,513	5,618	+1.9

<sup>1</sup> Less than one-tenth of 1 per cent.

## RECENT CHANGES IN WAGE RATES.

Inquiry was made on the volume of employment schedule sent to reporting establishments as to changes in wage rates for the period June 15, 1916, to July 15, 1916. Of the many establishments that failed to report, it is probably safe to assume that in most cases the omission of a definite reply indicated no change. No establishment reported a decrease in wage rates. Based upon the information received for the ten industries listed in the preceding tables, it appears that the increases made in this period were few in number, and were largely confined to a portion of the force, as, for instance, those engaged in some one department or on some particular kind of work in an establishment. The greatest number of increases in wages is reported for the iron and steel industry, where certain groups of employees or those in a selected occupation are reported as receiving increases of from 5 to 15 per cent; seven establishments report increases ranging between these figures. In the textile industries of cotton manufacturing, cotton finishing, hosiery and underwear, woolen, and silk, wage rates are reported as practically stationary, a total of only five increases being reported from the establishments rendering reports in these industries. In boot and shoe manufacturing, increases are reported by two establishments. Increases of 10 per cent are reported by three establishments in the men's ready-made clothing industry. In the industries of cigar manufacturing, and car building and repairing, increases are reported by one establishment in each of these industries.

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ANNUAL CONVENTION OF THE ASSOCIATION OF GOVERNMENTAL LABOR OFFICIALS.

The third annual convention of the Association of Governmental Labor Officials of the United States and Canada met in Buffalo, N. Y., Monday, July 17, 1916, continuing in session until Thursday, July 20. The convention was called to order by Commissioner Louis Wiard, of the New York Industrial Commission. The address of welcome was made by Mr. John Sales, secretary to the mayor of Buffalo, and the response by James V. Cunningham, commissioner of labor of Michigan, president of the association.

The subjects of factory inspection, woman and child labor, safety regulations and safeguards, vocational education, and uniform legislation, occupied most of the time of the convention, papers or addresses being given on these subjects, followed by extended discussions. In the report of the secretary, John T. Fitzpatrick, commissioner of labor of Missouri, attention was called to the importance of pending bills in Congress providing that bulletins issued by departments of

labor be carried as fourth-class mail matter, and for the establishment of a bureau of safety and of a bureau of employment in the United States Department of Labor; also, to the McGillicuddy bill providing more adequate compensation for government employees injured by accident in the course of employment.

An address on woman and child labor was made by Oscar S. Nelson, chief of the Department of Factory Inspection of Illinois, in which he advocated keeping children in school until 16 years of age and giving them vocational as well as academic training. Speaking of his own State, he took the position that the mothers' pension act should be amended so that payments may continue until the child is 16 years of age, and also that fathers, steadily employed but receiving low wages, should receive aid from the State, in order to keep their children in school until the age of 16. He claimed that under the Illinois 10-hour law, in some places, hotels particularly, women were subject to call 18 hours out of 24, and he urged a law restricting their hours of labor to 8, to be performed within 10 consecutive hours. This address led to an extended discussion on child labor and vocational training.

A brief address on occupational diseases was made by John H. Vogt, a chemical engineer connected with the Bureau of Hygiene of New York, and at present engaged in an investigation of sanitary conditions in the chemical industry of that State.

Commissioner Wiard spoke of the work of the New York Industrial Commission, mentioning the fact that New York has 65,000 factories, 1,400 of which make regular monthly reports on the condition of employment. An accident case is settled every 40 seconds in that State. The commission holds itself in readiness to give advice to both employers and employees regarding industrial conditions. It issues pamphlets showing proper methods of guarding machines.

Mr. Louis Guyon, commissioner of labor of Quebec, spoke briefly on conditions in that province. A paper read by Mr. Edwin Mulready, commissioner of labor of Massachusetts, led to an extended discussion of foundry rules and safety measures. The subject of uniform legislation was brought up by one of the delegates, and varying opinions of the possibility of getting such legislation were expressed.

A prolonged discussion on the subject of a uniform 8-hour day for women in all the States led to the adoption of the following resolution by the convention, all the States and Provinces represented voting in the affirmative, except New York:

Whereas 37 States have enacted legislation restricting the hours of labor for women; and

Whereas such regulations vary from an 8-hour working day to a 72-hour week; and



Whereas this Association believes in uniformity in this form of legislation: Therefore be it

*Resolved*, That this Association of Governmental Labor Officials hereby expresses itself as favoring an 8-hour workday for all woman employees, and that such 8-hour workday shall be performed within 10 consecutive hours.

Other resolutions were adopted by the convention favoring the establishment of a labor department in Arizona; inviting the International Association of Industrial Accident Boards and Commissions, the American Association of Public Employment Offices, and other organizations of a similar nature, to unite with the Association of Governmental Labor Officials in deliberations on all subjects of mutual interest under one organization; and indorsing the plan to establish a national accident and fire prevention day.

Ashville, N. C., was selected as the convention city for 1917, the date of the convention to be determined later by the executive committee.

The following were elected as officers for the year 1916-17:

President, Oscar F. Nelson, chief, Illinois Department of Factory Inspection, Chicago, Ill.

First vice president, John J. Walsh, deputy inspector of buildings, Indianapolis, Ind.

Second vice president, Miss Linna E. Bresette, secretary of the Kansas Industrial Welfare Commission, Topeka, Kans.

Third vice president, Miss Ella M. Haas, State deputy of the Ohio Industrial Commission, Dayton, Ohio.

Fourth vice president, Perry J. Ward, special agent of the Michigan Factory Inspection Department, Detroit, Mich.

Fifth vice president, Edwin Mulready, commissioner of labor, Boston, Mass.

Secretary, John T. Fitzpatrick, commissioner of labor statistics, Jefferson City, Mo.

#### ANNUAL MEETING OF THE AMERICAN ASSOCIATION OF PUBLIC EMPLOYMENT OFFICES.

The American Association of Public Employment Offices held its fourth annual meeting in the city of Buffalo, N. Y., in the auditorium of the Hotel Statler, on Thursday and Friday, July 20 and 21. Delegates were in attendance from all the leading States having employment office systems as well as from several of the Canadian Provinces.

The meeting was called to order on Thursday morning by Charles B. Barnes, president of the association. Mr. G. P. Berner acted as secretary pro tem, as the secretary-treasurer, Dr. William M. Leiser-son, had resigned, owing to the fact that he is no longer connected with public employment office work.

An address of welcome was given by a representative of the mayor of the city of Buffalo, after which the first speaker on the program, Hon. Royal Meeker, United States Commissioner of Labor Statistics

delivered an address on "What records should be kept by public employment offices and how used." Other speakers on this subject were Charles F. Gettemy, director of the Bureau of Statistics, State of Massachusetts, and Mr. G. P. Berner, superintendent of the Buffalo branch of the New York State Bureau of Employment. The subject was then opened for general discussion.

At the afternoon session, the first subject for discussion was "How can cooperation among Federal, State, and city employment bureaus be effected." The opening speaker on this subject was Miss Hilda Muhlhauser, who is connected with the United States Department of Labor. She was followed by Mr. Luke D. McCoy, secretary of the Illinois Bureau of Labor Statistics.

The next subject for discussion was "A national system of employment offices: How shall it be organized." The first speaker was the Hon. William B. Wilson, Secretary of Labor, Washington, D. C. Mr. Wilson discussed the urgent need for public employment offices and showed the advantage which could be secured by a national employment bureau cooperating with State and municipal bureaus, helping to coordinate the work between the different States and cities of the country. Mr. Jacob Lightner, director of the Public Employment Bureau of Pennsylvania, and Mr. Joseph Spitz, director of the Public Employment Bureau of New Jersey, also spoke on this subject.

"Juvenile placement departments: Their connection with vocational guidance and trade schools" was the first subject discussed at the Friday morning session. Mr. Alvin E. Dodd, secretary of the National Society for Promotion of Industrial Education, New York City, was the first speaker, followed by Mr. Warren W. Zurbrick, chairman of the vocational guidance committee, Buffalo, N. Y., Miss Rachael Gallagher, director of the Girls' and Women's Bureau, Cleveland, Ohio, and Mr. George D. Halsey, vocational counselor, Atlanta, Ga.

"Special problems in the women's departments" was discussed by Mrs. Samuel Semple, member of the industrial board of the Department of Labor and Industries, State of Pennsylvania, and by Miss Louise C. Odencrantz, superintendent of the women's department, Brooklyn branch, New York State Bureau of Employment. Miss Florence Burton, head of the women's department of the Minneapolis Public Employment Office, was unable to be present but sent a very interesting paper on this subject.

At the afternoon session, Mr. Robert G. Valentine, industrial counselor, Boston, Mass., delivered an address on "Labor organizations and public employment offices: How they can be mutually helpful."

Mr. Meyer Bloomfield, director of Vocational Guidance Bureau, Boston, and Mr. A. L. Filene, member of the firm of William Filene Sons' Co., Boston, delivered addresses on the subject, "Employment managers' associations: Employers and public employment offices."

"How shall suboffices of a public employment office be conducted within a city" was discussed by Charles J. Boyd, general superintendent, State Employment Bureau, Chicago, and by Walter E. Kruesi, superintendent of the Municipal Public Employment Office, New York City.

This ended the regular program and it was followed by reports of committees, selection of standing committees, and election of officers. Although the regular appointed speakers filled in most of the time allotted to each one of the subjects mentioned, many delegates expressed their views on different questions in three-minute speeches. After the regular program, several questions affecting the daily work of public employment offices were brought up and interesting discussions followed. On Saturday morning, July 22, there was an informal meeting of the association, held in the Buffalo office of the State public employment bureau. At a round-table discussion many other questions on the routine work were threshed out by the delegates.

A committee on standardization was selected, composed of Hon. Royal Meeker, chairman; Charles F. Gettemy, director, Bureau of Statistics, Massachusetts; H. J. Beckerle, superintendent, Public Employment Office, Milwaukee, Wis.; C. H. Mayhugh, superintendent, Cleveland State-City Public Employment Office; and Luke D. McCoy, secretary, Illinois Bureau of Labor Statistics. This is a standing committee for the purpose of drawing up a system of uniform records and formulating standard definitions of terms and methods of work which can be used in all the offices throughout the country, to the end that there shall be uniformity in the figures and reports from all the States. It is the duty of this committee to select from all the systems and methods now in use the best and most efficient, and its report at the next annual meeting will be the most important thing on which the association will have to act.

Among the important resolutions adopted by the meeting was one placing the association on record in favor of the establishment of a national employment bureau. The association also passed a resolution requesting Hon. Royal Meeker, United States Commissioner of Labor Statistics, to edit and publish the proceedings of the convention in the form of a bulletin of the Bureau of Labor Statistics. The Commissioner of Labor Statistics was further requested to publish in the MONTHLY REVIEW the figures of the Canadian public employment offices in conjunction and comparison with those of



the State, municipal, and other public bureaus of the United States, provided such publication is permissible.

This fourth annual meeting of the association was most successful. The prevailing note was the deep interest manifested by everybody attending it. All the addresses were listened to attentively and the members showed that they were attending the meeting for the purpose of learning how to conduct better their respective bureaus and offices.

The officers chosen for the next year are: President, Charles B. Barnes, director, State Public Employment Bureau of New York; vice presidents, Hilda Muhlhauser, Cleveland, Ohio; H. J. Beckerle, Milwaukee, Wis.; J. D. Maloy, Saskatchewan, Canada; and George D. Halsey, Atlanta, Ga.; secretary-treasurer, G. P. Berner, superintendent of the Buffalo branch of the State Public Employment Bureau of New York.

The place chosen for the next meeting is Milwaukee, Wis., and the time September 20 and 21, 1917.

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#### **SPECIAL MEETING OF THE SAFETY COMMITTEE OF THE INTERNATIONAL ASSOCIATION OF INDUSTRIAL ACCIDENT BOARDS AND COMMISSIONS.**

An informal meeting of the Safety Committee of the International Association of Industrial Accident Boards and Commissions was held at Buffalo, New York, July 18, 1916. The members present were Chairman Victor T. Noonan, director of safety, Columbus, Ohio; Leonard W. Hatch, chief statistician, New York Industrial Commission; Edwin Mulready, commissioner of labor of Massachusetts; John Roach, chief of the Bureau of Sanitation and Hygiene, Department of Labor, New Jersey, and Fred M. Wilcox, member of the Industrial Commission of Wisconsin.

The principal purpose of this meeting was to arrange for the next meeting, which will be held in Detroit, at the Hotel Statler, on October 18, 1916, during the safety congress of the National Safety Council. The committee, however, thoroughly discussed the question of safety goggles. In view of the fact that it is difficult to get all workmen to wear even the best goggles, it was decided to call the attention of manufacturers to the importance of making goggles that workmen will not object to wearing.

In order the better to secure cooperation between the various State agencies Dr. Royal Meeker, United States Commissioner of Labor Statistics, was appointed a member of the committee by the chairman.

**CITIZENSHIP CONVENTION UNDER THE AUSPICES OF THE BUREAU OF NATURALIZATION.**

Under the auspices of the Bureau of Naturalization there was held, during the week of July 10, 1916, in the city of Washington, the first convention of the kind ever held in the United States—a "citizenship convention"—attended by public-school superintendents, principals, and teachers from various parts of the United States, representing the 650 cities and towns where the public schools have cooperated with the Bureau of Naturalization in the preparation for citizenship of the candidate for that estate by naturalization. This convention was also participated in by Government officials representing the legislative, executive, and judicial branches of the Government, and the staff of field officers of the Bureau of Naturalization, by whom speeches and addresses were made.

The convention was called to order on Monday, July 10, at 10 o'clock, by the Deputy Commissioner of Naturalization, Raymond F. Crist, who presided at each of the five sessions, the last one being held on Friday, July 14.

In calling the convention to order, the Deputy Commissioner of Naturalization referred to it as having a two-fold object, first, to consider the problems and advancement during the past year, and, second, to discuss the textbook for each candidate for citizenship who enters the public schools, which it is the purpose of the Bureau of Naturalization to prepare and issue, in response to a call from the many organizations interested in the Americanization work of the public schools and the bureau.

During the past year citizenship was taught, commencing at the opening of the school year with a small number of public schools. The number of cities and towns responding to the call for cooperation with the Bureau of Naturalization grew to 650 in 44 States, with favorable responses from the public schools of every State in the Union. Those States not furnishing data as to cities or towns whose schools could cooperate, offered full assurances of doing so with the opening of the school year in the fall of 1916.

The Bureau of Naturalization sent the names of over 200,000 candidates for citizenship, including the names of their wives, to the public schools in the 44 States. The work has been indorsed by the various organizations devoted to philanthropic, civic, and national betterment, by commercial bodies, by church organizations, and all others concerned.

Oliver P. Newman, Commissioner of the District of Columbia, gave an address of welcome to the delegates, and an address of welcome on the part of the public schools of Washington was delivered by

Ernest L. Thurston, superintendent of schools of the District of Columbia.

Louis F. Post, Assistant Secretary of Labor, in an address of welcome on behalf of the Department of Labor, described the official relationship of that department to the Bureau of Naturalization and to the citizenship convention. He described the course of legislation which led to the creation of an executive department devoted to the interests of labor. Quoting from his address with reference to the Bureau of Naturalization:

The Bureau of Naturalization, which is one of four bureaus in the Department of Labor, is alone specifically charged with the whole subject of naturalization in a supervisory and administrative way. Once an alien has declared his intention to become a citizen, two duties devolve upon the Bureau of Naturalization: One is to see that the court does not improvidently admit him to citizenship; the other function is to try to see to it that every alien who makes that declaration shall be fitted for citizenship when he comes before the court, which is two years at least after his declaration of intention. Now, it is in furtherance of those two functions that this conference is gathered. Its object is to bring the statutory powers of the Department of Labor and its Bureau of Naturalization into a union with the opportunities for promoting good citizenship that offer themselves to those who do teaching in the United States.

Commissioner Richard K. Campbell, of the Bureau of Naturalization, emphasized the need for teaching the principles of the Constitution and the spirit of the Golden Rule as being essential in all instruction, if the true spirit of America for humanity is to be imparted to the citizenry of this country, whether it be of native or foreign birth.

Robert S. Coleman, chief naturalization examiner for the district of St. Paul, Minn., reviewed the work of the Bureau of Naturalization in cooperation with the public schools throughout his district. His remarks dwelt upon some of the difficulties encountered in the organization of night classes under varying conditions of failure of provision by law for the use of public funds for this purpose and the great expanse of territory to be covered. A picture was presented of the cooperation of the public schools with the Naturalization Bureau, under widely varying conditions.

Clarence B. Miller, Representative in Congress from Minnesota, gave a graphic illustration of the Americanizing influence of the public schools in the Philippines and Hawaii by means of motion pictures.

Hon. Josephus Daniels, Secretary of the Navy, referring to the cooperative work between the public schools and the Bureau of Naturalization, said:

Our schoolhouses are the only institutions we have that do business only three-fourths of the year. There is no business house in the country that could live and close one-fourth of the time. We are learning that the schoolhouse must be the social



center, the clearing house, and if we want to find the best type of American citizen who lives in this land, you find it in those brought up in the history of American independence; but the fathers, the adults, they need this education you are giving them. You are the pioneers of a great work. It must spread and must grow in every community, and it must be done not only for the good of the man coming among us, but for our own good, because unless we lift up our fellows they will draw us down.

Samuel Gompers, president of the American Federation of Labor, indorsed this cooperative work between the public schools and the Bureau of Naturalization. He said:

I know of no more important function that the Naturalization Bureau of the Department of Labor could render than the education and the Americanization of the men and the women who come from foreign shores. \* \* \* I hold it to be the duty of every agency of government and civic bodies and the individual citizens to help in the movement that shall merge the people coming here from every clime into one great whole, the people, the citizenship of the United States of America.

Philander P. Claxton, Commissioner of Education, gave an address on "Preparation for American citizenship and life." The Bureau of Naturalization is not in possession of a manuscript of this address, but it is expected that the full proceedings will contain it complete.

Mrs. Cora Wilson Stewart, president of the Kentucky Illiteracy Commission, Frankfort, Ky., gave a description of her work, of which the bureau has no manuscript. It is hoped that, with the publication of the full proceedings, her remarks will be found therein.

Representative Albert Johnson, of the State of Washington, gave an illustrated address on "Outdoor school work in Tacoma."

A general discussion of the subject-matter of the textbook was participated in by the delegates to the convention, advance transcripts of which had been placed in the hands of several of those most prominently before the bureau during the past year. The textbook was prepared as a direct response to the call of those engaged in the instruction of the foreigner in citizenship responsibilities. Many valuable suggestions were received, and the general voice of the meetings was that the bureau should proceed with its work and produce a textbook in accordance with its plans.

In June, 1915, the Deputy Commissioner of Naturalization presented the plans of the Bureau of Naturalization for securing the attendance upon the public schools of the candidates for citizenship to Dr. William M. Davidson, superintendent of schools of Pittsburgh, Pa. Dr. Davidson said that this plan solved one of the greatest problems with which he had been confronted for some time, and it answered the question, "How can I get the candidate for citizenship into the Pittsburgh public schools?"

J. M. Berkey, director of special schools and extension work of the Pittsburgh public schools, told of the experiences of the schools



in their cooperation with the Bureau of Naturalization in this work. His discussion was limited to the conditions and needs for Americanization in the large cities, although recognizing the necessity for its extension to rural communities.

William M. Ragsdale, chief naturalization examiner, referred to the work of the Bureau of Naturalization in cooperation with the public schools throughout the Pittsburgh district.

The President of the United States was present and addressed the convention. The following is quoted from his address:

It is not fair to the great multitude of hopeful men and women who press into this country from other countries that we should leave them without that friendly and intimate instruction that will enable them very soon after they come to find out what America is like at heart and what America is intended for among the nations of the world. I believe that the chief school that these people must attend after they get here is the school which all of us attend which is furnished by the life of the community in which we live and the nation to which we belong.

It is easy, my fellow citizens, to communicate physical lessons, but it is very difficult to communicate spiritual lessons. America was intended to be a spirit among the nations of the world, and it is the purpose of conferences like these to find out the best way to introduce the newcomers to this spirit, and by that very interest in them to enhance and purify in ourselves the thing that ought to make America great, and not only ought to make her great, but ought to make her exhibit a spirit unlike any other nation in the world.

My interest in this movement is as much an interest in ourselves as in those whom we are trying to Americanize, because if we are genuine Americans they can not avoid the infection, whereas if we are not genuine Americans there will be nothing to infect them with, and no amount of teaching the Constitution (and I find very few persons understand it), no amount of dwelling upon the idea of liberty and justice, will accomplish the object we have in view, unless we ourselves illustrate the idea of justice and of liberty.

L. R. Alderman, superintendent of schools, Portland, Oreg., told what Portland is doing to Americanize foreigners. He showed that during the past three years the attendance upon the night schools in Portland had increased from 1,817 to over 6,000. He pointed out that last year there were 26 nationalities represented in the schools.

Hon. William B. Wilson, Secretary of Labor, was called from the city and detained during the period of the convention.

Frederick L. Siddons, associate justice of the Supreme Court of the District of Columbia, dwelt upon the fact that while a decree of naturalization converts the alien to an American citizen by title, it falls far short in a large number of cases at least in accomplishing the purpose in fact. An examination of the reasons for this showed that in the past we have not insisted upon an education in American citizenship. He referred to the inability of the administrative officials and the courts to accomplish all that is desirable in the spread of the gospel of American citizenship without the aid of the public school teachers of the country.

M. J. Downey, assistant director of evening and continuation schools of Boston, Mass., said that in Boston advanced classes in citizenship were established during the past year as a result of correspondence and conferences previously had with the Bureau of Naturalization. Among other activities developed were the establishment in the English high school of classes of instruction in English and citizenship to non-English speaking people, and the establishment of afternoon classes for foreign-born women engaged in various occupations in the evening.

I. Walton Schmidt, secretary of the Industrial Welfare Department, Board of Commerce, Detroit, Mich., gave the business man's viewpoint of the cooperative work of the public schools and the Bureau of Naturalization. He stated that the public schools of Detroit and the Bureau of Naturalization had worked together during the past year to conduct and extend the educational work, especially among the candidates for citizenship.

Andrew H. Melville, member, State Conference Board on Industrial Education and chief of the Bureau of Civic, Commercial, and Community Development, University of Wisconsin Extension Division, Madison, Wis., spoke of the cordial support with which the entire public-school system of the State of Wisconsin offered its cooperation in the education of the foreigner for citizenship responsibilities.

The convention was brought to a close by the presiding officer in a résumé of last year's work. Arrangements are being made for the publication of the entire proceedings of the convention.

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#### THE FEDERAL CHILD LABOR BILL.

A bill entitled "An act to prevent interstate commerce in the products of child labor, and for other purposes," known as "The Child Labor Bill," which passed the House of Representatives on February 2, 1916, was amended and passed by the Senate on August 8. The conference report recommending the adoption of the amended Senate bill was agreed to by the House and Senate on August 18 and 19, respectively.

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#### STRIKES AND LOCKOUTS, FEBRUARY TO JULY, 1916.

According to data compiled from various sources by the United States Bureau of Labor Statistics, the number of strikes and lockouts during the six months, February to July, 1916, inclusive, was 1,865. The number similarly compiled during the corresponding months of the year 1915 was 543.

The following table shows the number of strikes and lockouts begun in each of the months February to July, 1916, inclusive, together with 162 strikes and lockouts reported as having occurred during that period, although the month in which they began was not reported. The number of strikes compiled during the corresponding months of the year 1915 is also given. In comparing these figures it must be borne in mind that, although the number of strikes in 1916 has undoubtedly been larger than those in the corresponding months of 1915, the sources of the bureau in obtaining data in regard to strikes have also increased, and the difference between the two years is therefore not so great as the figures would tend to show. The strikes and lockouts were distributed as follows:

NUMBER OF STRIKES AND LOCKOUTS BEGINNING IN EACH MONTH, FEBRUARY TO JULY, INCLUSIVE, FOR 1916 AND 1915.

Kind of dispute.	February.	March.	April.	May.	June.	July.	Month not stated.	Total.
<b>Strikes:</b>								
1916.....	159	218	321	496	250	199	153	1,796
1915.....	45	75	91	111	54	94	.....	470
<b>Lockouts:</b>								
1916.....	5	8	13	16	16	2	9.	69
1915.....	12	14	16	11	6	14	.....	73
<b>Totals:</b>								
1916.....	164	226	334	512	266	201	162	1,865
1915.....	57	89	107	122	60	108	.....	543

The above columns include disputes that began in the months indicated only, and are subjected to monthly revision. More detailed accounts of the disputes reported for each month preceding July may be found in former numbers of the REVIEW.

#### DISPUTES REPORTED DURING JULY, 1916.

The number of strikes during July shows a marked decrease from that during the preceding four months, and most of these were local in character, attracting but little attention from persons not directly connected with them. The number of machinists' and molders' strikes decreased. The miners in Pennsylvania and Ohio have shown a disposition to settle down to work, and although their strikes still continue to be numerous, most of them have been short in duration. Among the strikes that attracted attention were those of the packing-house workers in East St. Louis; rubber workers in Chelsea, Mass.; cigar makers in Detroit; barbers in Brooklyn; cracker bakers in Denver; the street railway strikes in New York City, Harrisburg, Memphis, and in Portland, Me.; the strikes in the textile mills in Pennsylvania; and the strike of the insurance agents in New York,



New Jersey, and Pennsylvania. The strikes in the New York garment industry and of the cement workers in Illinois continued through the month, and the strike of the Pacific coast longshoremen came to an end.

The data in the following tables relate to 327 strikes and lockouts concerning which information was received by the bureau during the month of July. These include, in addition to the 201 strikes and lockouts which began in July, 117 strikes and 9 lockouts which were reported during the month, but began as follows: Fifty-five strikes and 4 lockouts in June, 21 strikes and 1 lockout in May, 6 strikes and 2 lockouts in April, 5 strikes in March, 6 strikes in February, 1 strike and 1 lockout in January, and 23 strikes and 1 lockout the dates of commencement of which were not reported, but most of which probably occurred in June or July. Inasmuch as strikes which start toward the end of a month frequently do not come to the attention of the bureau until after the report for the month has been prepared, it is probable that corrected figures for July will show an increase over the number of strikes herein reported for that month.

Of the disputes reported during July, 29 strikes and 1 lockout occurred east of the Mississippi and south of the Ohio and Potomac Rivers, 42 strikes and 1 lockout west of the Mississippi, and the remaining 245 strikes and 9 lockouts in the district north of the Ohio and Potomac Rivers and east of the Mississippi. More than one-half of these strikes occurred in three States.

STATES IN WHICH FIVE OR MORE STRIKES AND LOCKOUTS WERE REPORTED  
DURING JULY, 1916.

State.	Strikes.	Lockouts.	Total.
Pennsylvania.....	72	1	73
New York.....	49	4	53
Massachusetts.....	36	3	39
Ohio.....	22	.....	22
Connecticut.....	17	1	18
New Jersey.....	13	.....	13
Missouri.....	12	.....	12
Illinois.....	10	.....	10
Porto Rico.....	10	.....	10
Colorado.....	7	.....	7
Tennessee.....	6	1	7
California.....	6	.....	6
Wisconsin.....	6	.....	6
Indiana.....	5	.....	6
23 other States.....	45	1	45
Total.....	316	11	327

Seven strikes were confined to women; 14 strikes and 1 lockout included both men and women; in 28 strikes and 1 lockout the sex was not stated.

The industries in which four or more strikes and lockouts were reported were as follows:

NUMBER OF STRIKES AND LOCKOUTS IN SPECIFIED INDUSTRIES REPORTED DURING JULY, 1916.

Industry.	Strikes.	Lockouts.	Total.
Metal trades.....	42	2	44
Mining.....	43		43
Building trades.....	37	1	38
Railroads.....	19		19
Bakers.....	14	4	18
Clothing industries.....	17		17
Textile workers.....	15		15
Brewery workers.....	10	2	12
Street railways.....	12		12
Iron and steel mills.....	10		10
Cooks and waiters.....	6		6
Quarrymen.....	6		6
Tobacco workers.....	6		6
Teamsters.....	5		5
Street laborers.....	5		5
Butchers.....	4		4
Furniture workers.....	4		4
Longshoremen and freight handlers.....	4		4
Rubber workers.....	4		4
All others.....	53	2	55
Total.....	316	11	327

Included in the above are 21 strikes and 2 lockouts of machinists, and 14 strikes of molders; 40 of the mining strikes were in coal mines.

In 163 strikes and 9 lockouts the employees were connected with unions; in 10 strikes they were not so connected; in 3 strikes they were not connected with unions at the time of striking, but became organized during the course of the strike; in the remaining 140 strikes and 2 lockouts it was not stated whether the strikers had union affiliations or not.

In 270 cases the causes of the strikes and lockouts were given. In 70 per cent of these the questions of wages or hours, or both, were prominent. The principal causes are shown in the following table:

PRINCIPAL CAUSES OF STRIKES AND LOCKOUTS REPORTED DURING JULY, 1916.

Cause.	Strikes.	Lockouts.	Total.
For increase of wages.....	102		102
Because of reduction of wages.....	1	1	2
For decrease of hours.....	10	1	11
For increase of wages and decrease of hours.....	35		35
Because of unpaid wages.....	2		2
General conditions.....	3		3
Conditions and wages.....	7		7
Recognition and closed shop.....	11	3	14
Recognition and wages.....	14		14
Recognition and hours.....	3		3
Recognition, wages, and hours.....	6		6
Because of discharge of employees.....	21		21
Because of employment of nonunion men.....	9		9
In regard to the agreement.....	14		14
Sympathy.....	2		2
Over price of powder in mines.....	4		4
Miscellaneous.....	21		21
Not reported.....	51	6	57
Total.....	316	11	327

In 138 of the strikes the number of persons involved was reported to be 94,672, an average of 613 per strike. In 27 strikes, in each of which the number involved was over 1,000, the strikers numbered 73,641, thus leaving 21,031 involved in the remaining 111 strikes, or an average of 189 in each. In 5 lockouts, in no one of which were over 100 persons involved, the number of employees was reported to be 202, or an average of 40 per strike.

In 220 strikes and 7 lockouts only one employer was concerned in each disturbance; in 14 strikes and 1 lockout, 2 employers; in 5 strikes and 1 lockout, 3 employers; in 7 strikes, more than 3; in 70 strikes and 2 lockouts the number of employers was not stated.

In 85 strikes reported as ending in July, 19 were won, 21 lost, 37 compromised; in 1 the strikers returned to work under promise of the employer to arbitrate the matters in dispute; in 7 the result was not reported. No lockouts were reported as ending in July. The duration of 62 of these strikes was given as follows: One day or less, 10; 2 to 3 days, 9; 4 to 7 days, 11; 1 to 2 weeks, 12; 2 weeks to a month, 10; 1 to 3 months, 6; 5 months or over, 4. The duration of the 58 strikes that lasted less than 3 months was 784 days, or an average of 14 days each.

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#### NEW AGREEMENT IN CLOAK, SUIT, AND SKIRT INDUSTRY IN NEW YORK CITY.

The strike in the cloak, suit, and skirt industry in New York City, which began on April 28, 1916, was terminated on August 4, when a new agreement was signed by representatives of the Cloak, Suit, and Skirt Manufacturers' Protective Association and of the International Ladies' Garment Workers' Union, and the Joint Board of Cloak Makers' Unions of the city of New York.

The Protective Association is reported as including in its membership 419 firms, employing 23,000 persons. The total number of employers in the cloak, suit, and skirt industry in New York City, including members of the Protective Association, is estimated to be 2,200, and the total number of employees to be 45,000.

The following is a reprint of the agreement:

This agreement, made and entered into this 24th day of July, 1916, by and between the Cloak, Suit, and Skirt Manufacturers' Protective Association, hereinafter styled the association, and the International Ladies' Garment Workers' Union and the joint Board of Cloak Makers' Unions of the City of New York, composed of and representing Cloak Operators' Union No. 1, Piece Tailors and Sample Makers' Union No. 3, Cloak and Suit Tailors No. 9, Amalgamated Ladies' Garment Cutters' Union No. 10, Cloak and Skirt Makers' Union of Brownsville No. 11, New York Reefer Makers' Union No. 17, Skirt Pressers' Union No. 35, Italian Branch Cloak Makers Union No. 23, Cloak and Skirt Makers' Union No. 48, and Buttonhole Makers' Union of New York No. 64, all collectively designated as the union, contracting herein for and in behalf



of the said unions and for and in behalf of the members thereof, now employed and hereafter to be employed by the members of the association, witnesseth:

WHEREAS, the association is composed of a large number of manufacturers engaged in the cloak, suit, and skirt industry in the city of New York, and the union represents the workers in the said trade, and

WHEREAS, the parties hereto desire to establish terms and conditions upon which members of the union shall work for members of the association.

Now, therefore, the parties hereto agree as follows:

#### PREFERENTIAL UNION SHOP.

1. The association recognizes the union and agrees that its members will give preference to union workers when hiring help. The association also agrees that its members will not discriminate in any manner against their workers for union membership or activity. A union worker, within the meaning of this provision, shall be a worker who proves his union membership to the satisfaction of the employer or his representative, and of the chairman of the price committee.

#### 49-HOUR WEEK.

2. A week's work shall consist of forty-nine (49) hours in six (6) week days, divided as follows: On the first five working days of the week work shall begin at 8 o'clock and continue until 6 p. m., with one hour interval for lunch. On Saturdays work shall be done from 8 a. m. until noon. Workers observing Saturday as the day of the Sabbath may work on Sunday instead.

#### OVERTIME RULES.

3. (a) No overtime work shall be exacted or permitted in the manufacture of cloaks and suits between November 15th and February 1st, nor between April 15th and August 15th. Manufacturers engaged in special lines, such as the manufacture of skirts, pile fabrics, linens, and summer goods, shall have the right to establish periods different from those above stated, according to the demands of their business, provided that such periods shall in all cases cover the slack seasons in their special lines, and shall in all cases aggregate six months in the year.

#### 10 HOURS OVERTIME WEEKLY.

(b) In the seasons in which overtime is permitted, such overtime shall not exceed 10 hours in any week, nor 2½ hours in any day, and shall be restricted to the first 5 working days of the week. Additional overtime shall not be permitted except in cases of emergency, and then only with the consent of the union.

4. Week workers shall receive double rate of pay for overtime.

#### NEW WAGE SCHEDULE.

5. All cutters, pressers, sample makers, drapers, skirt basters, and skirt finishers shall work by the week, and the minimum weekly wage for such workers shall be as follows:

Cutters.....	\$29. 00
Skirt cutters.....	25. 00
Jacket upper pressers and reefer upper pressers.....	26. 50
Skirt upper pressers.....	24. 00
Skirt under pressers.....	19. 00
Piece pressers.....	16. 50
Jacket under pressers and reefer under pressers.....	22. 00
Sample makers.....	24. 00
Drapers.....	16. 00
Skirt finishers.....	12. 00



Buttonhole makers shall be paid as follows:

For unfinished buttonholes a minimum of 95 cents per 100 buttonholes; for finished buttonholes a minimum of \$1.35 per 100 buttonholes.

#### FOR OTHER BRANCHES OF TRADE.

6. Workers engaged in branches of the trade not above enumerated shall be paid by the piece, unless the employer and his workers in any such branch agree upon week work. In the latter case week work shall be permitted, provided:

- (a) That wages be settled between the employer and the union, and
- (b) That if week work is introduced, it shall apply to the inside shop and to all contractors' shops employed by the firm.

#### PIECE RATES.

7. (a) Piece rates shall be settled between the employer and the price committee of the workers in his shop in the presence of the chairman of such committee, or of a temporary chairman in the absence of the latter. The price committee shall be elected by such employees at a regular shop meeting from among workers who have been employed in that shop not less than one to three months, if possible.

#### EXPERT PRICE ADJUSTERS.

(b) If the employer and the price committee fail to agree upon the prices of any garment or garments, then upon request of either side an expert price adjuster shall be called in, and his decision on such dispute or disputes shall be final.

(c) Such price adjuster shall be secured in the following manner: As soon as practicable the parties hereto shall establish a price-adjusting board, which board shall consist of three representatives appointed by the association and three representatives appointed by the union. The board shall appoint an expert price adjuster who, with the consent of the board, may engage such and so many assistant price adjusters as may be from time to time required.

The expert price adjuster and the assistant price adjusters shall operate under the direction of the board and shall be provided with a proper office separate and apart from the association and the union, and all expenses connected with the said board and the said adjusters shall be borne equally by the parties hereto.

#### FOR THE PRESENT.

(d) Until the organization of the said board and the appointment of the price adjuster and his complete staff the present method of adjusting price disputes shall continue; i. e., separate price adjusters, one selected by the association and one selected by the union, shall be called in at the request of either party and shall adjust the dispute jointly.

#### NOTE.

(e) All prices once regularly settled shall remain settled.

#### 75 CENTS AND 55 CENTS HOURLY.

8. (a) Upon the adjustment of piece rates, prices shall be computed on a basis, as far as possible, of a yield to the operator and piece tailor of average skill and experience of 75 cents an hour for each hour of continuous work, and to the finisher of average skill and experience of 55 cents an hour. A finisher of average skill is one who is qualified to do all finishing work.

The said rates of 75 cents and 55 cents, respectively, shall not be considered either as a minimum or as a maximum, but as a basis for computation.

9. Workers shall not be required to work on garments (except duplicate samples) before a settlement of prices has been made.

#### A BONUS.

10. A bonus, the amount of which shall be determined between the employer and the price committee at the time of price making, shall be paid on all duplicate samples upon which the price has not been settled.

11. All wages shall be paid weekly on a fixed day and in cash.

#### LEGAL HOLIDAYS.

12. All week workers shall be paid for the following legal holidays, to wit: Washington's Birthday, Memorial Day, Independence Day, Labor Day, Thanksgiving Day, and Christmas, and such holidays shall be observed. Workers may also refrain to work on the first day of May, but without pay.

(f) Italian workers may refrain from work on Columbus Day, without pay.

13. (a) No contracting or subcontracting within the shop shall be permitted.

(b) No work shall be given to employees to be made at home.

(c) No operator or finisher shall employ more than one helper.

(d) The employer shall be responsible for the payment of wages of all liners working for piece tailors.

#### NO CONTRACTS.

14. There shall be no time contracts with individual shop employees, except foremen, designers, and pattern graders.

15. The employer shall furnish all employees with sewing machines driven by electric power and with all material and requisites of work.

#### REGISTRATION OF CONTRACTORS.

16. (a) All members of the association shall register with the association and the association shall register with the union all names and addresses of all contractors whom they employ or who do work for them.

(b) The association assumes the following guaranties for the contractors thus to be registered:

1. That such contractors will maintain in their shops proper sanitary conditions to the satisfaction of the joint board of sanitary control.

2. That such contractors will maintain the standards of wages, hours, overtime, holidays, and other shop standards provided for in this agreement.

3. That they will pay for work done on garments of members of the association, and if the contractors should default in the payment of such wages the association members will pay the same to the extent of the work done on their garments: *Provided*, That notice of default is given to such association members within one week after such default.

4. Prices of garments made in contractors' shops only shall be settled in the inside shop by a joint price committee representing the workers of all contractors employed by the firm, and the contractors may be present at such settlements.

5. Garments upon which prices have been settled in the inside shop may be made in the contractors' shops at the prices settled, with a deduction of 10 per cent upon the prices of finishing and 15 per cent upon the prices of operating.

But such deductions shall not affect hourly base rates provided in the agreement.

(c) A contractor, within the meaning of the above provisions, shall signify one who makes up garments from material delivered to him in cut form by a member of the association.

17. The joint board of sanitary control existing in the industry shall be continued at joint expense.

18. The parties hereto agree to adopt, as soon as practicable, and not later than within 60 days, suitable rules for the regulation and grading of apprentices in the various branches of the industry.

19. The employer shall be free, according to the dictates of his business, to increase or decrease the number of his employees to meet the conditions in his factory, and to retain such of his employees as he may desire on the basis of efficiency.

20. There shall be no strike, general or individual, and no stoppage of work in any shop so long as the employer shall observe the provisions of this agreement on his part; nor shall there be any lockout, general or individual, so long as the workers shall observe the terms of this agreement on their part.

The association agrees to enforce the performance by its members of all the expressed provisions of this agreement on their part to be performed. If after investigation on the part of the union, the union shall establish by proper proof to the association that there has been a violation of any of such provisions, the association will remedy any such violation and in a proper case will discipline its members therefor. The same applies to the union.

The workers, however, shall have the right to strike against any employer who exercises the power to increase and decrease his working force, as above set forth, arbitrarily and oppressively, or who violates any express provision of this agreement.

The union shall neither call nor sanction any shop strike until at least 24 hours shall have elapsed after it shall have given notice of the grievance to the employer; nor shall the association order or sanction any shop lockout until 24 hours' similar notice to the employees.

This agreement shall enter into force on the date of its execution, and shall continue for three years.

#### STREET RAILWAY STRIKE IN NEW YORK CITY.

The recent street car strike in New York City, which largely tied up the Third Avenue system and threatened to spread throughout the entire city, was amicably settled on August 7 through the efforts of the Public Service Commission for the First District, after an investigation lasting three days, an account of which is set forth in a memorandum issued by the Commission under date of August 10. The strike began on the Yonkers and Westchester lines, extended to the Union Railway in the Bronx, and then to the entire Third Avenue system. On Wednesday, August 1, the commission retained Julius Henry Cohen as special consul to the commission. The first hearing was held on Wednesday afternoon, August 2, and proceeded from day to day until Friday, August 4, at which time the following public statement was made:

Without making any formal finding at this time, the evidence already discloses a situation which the commission feels should be brought to the attention of both parties.

It appears that President Whitridge, of the Third Avenue system, in 1913, entered into an agreement with the men on the Yonkers and Westchester lines that all differ-



ences between them were to be arbitrated; and that even the question whether or not a difference at issue was arbitrable should also be submitted to arbitration..

There appears to be no dispute that the men on the Yonkers and Westchester lines not only were ready to arbitrate the differences between them, but they asked for the opportunity to arbitrate them.

Mr. Maher, sr., testified that, in his opinion, Mr. Whitridge overlooked or forgot this agreement to arbitrate, so that on the 11th day of July the situation was that there was in existence an agreement to arbitrate all differences between the parties, and the resolution adopted by the directors on June 26 last placed exclusively in Mr. Whitridge's hands the handling of the matter with the men.

It is already testified by Mr. Maher, sr., that this authority having been vested in Mr. Whitridge (who left for Europe on the 15th of July), he, Mr. Maher, felt that he had no authority to deal with the situation.

It was this omission or failure, in our opinion, to deal with the situation in accordance with the agreement with the men, made in 1913, that precipitated, if it did not cause, the strike on the Yonkers and Westchester divisions.

In the conference between Mr. Whitridge and the men, Mr. Whitridge contended that the matter of wages or scale of wages should be treated as one scale for the entire Third Avenue system. It is evident that efforts were already under way to organize the men on the Third Avenue system. These efforts, it would appear, were accelerated by the strike on the Yonkers and Westchester lines, releasing the men to meet with and organize their brothers on the remainder of the Third Avenue system.

There can be no question that the strike on the Yonkers and Westchester lines and the events which followed in the train of this strike, including the strike on the other branches of the Third Avenue railroad and the threatened difficulties with the lines of other companies throughout the city, came about as the immediate and logical result of the attitude of Frederick W. Whitridge, president of the Third Avenue railroad, and the actions he took in the matter prove conclusively that he either intentionally violated the agreement he made with the men to arbitrate and which he was in honor bound to keep, or that he was so negligent in his duties to his stockholders, his employees, and the public, as to forget entirely this important agreement.

We have already developed the fact that there is no real difficulty that stands in the way of the parties getting together. On both sides there is a willingness to arbitrate the only question of wages and working conditions that has thus far been presented. Indeed, the union has stated that it is legally bound by its constitution to arbitrate all differences before declaring a strike. The difficulty—apparent but not real—seems to be that the men believe that they would be prevented from exercising their legal right to organize. The statements of counsel for the Third Avenue system and of the manager now make clear that whatever the personal feelings of any officer may be, the Third Avenue railroad is not as a railroad opposed to the organization of the men and recognizes clearly their legal and moral right to organize.

On the other hand, the men take the position that they do not desire the settlement of their grievances by any outsiders, but that all grievances shall be adjusted by committees of the men on the lines with their employers, and in explaining what they mean by recognition of the union, they have stated that they do not mean a closed shop, nor the exclusive employment of union men, nor the interference by the union with the management of the railroad.

We think that this investigation has already developed points upon which the differences between the men and the officials of the railroad can be adjusted. We have been assured by counsel for the railroads that a meeting of the board of directors is to be held next Monday, at which authority is to be vested in some one in the absence of Mr. Whitridge.



Without waiting for our complete findings upon the evidence, we now recommend that both sides get together, as it is apparent from the foregoing recital there are no substantial differences between them which justify the continuance of the conditions that now exist, and we believe that if they take up this matter promptly in the spirit in which the commission recommends, they will certainly arrive at a speedy and satisfactory conclusion.

After listening further to counsel for both sides, the Commission adjourned until the following Monday, in order to permit the Third Avenue Railway Co. to hold a meeting of its directors and to authorize some one to act and to give the parties opportunity to agree. In the meantime the Commission, on Saturday morning, August 5, expressed its opinion upon the entire situation in the following words:

The right of men freely to organize is a legal right no longer subject to question. The right of men freely to select spokesmen or advisers is a corollary of this right. The right to deal or to decline to deal collectively with an organization is likewise a legal right. So, too, the right to employ or to refuse to employ members of a certain organization is a legal right, justified morally in its exercise, according to the circumstances of each case. But the right of the State to have its public utilities operated safely, efficiently, and continuously is also a legal right. Which of these rights is paramount—the rights of the people, or the rights of workers or employers? Whatever the application of these rights may be in private ventures, the right and the duty of the State in respect to its public utilities are clearly paramount. It is true that none of these rights—of the State, the worker, or the employer—are arbitrable. But the adjustment of these rights so that each may be respected and properly balanced involves important considerations. While all of these parties have clear *rights*, the manner of exercising them is of the highest importance. The methods commonly accepted as moral are the methods of argument and persuasion, and the methods commonly condemned are those of coercion or oppression. Neither should the men coerce acceptance of their views, nor the company coerce acceptance of its views. Even if the company has the legal right to discharge union men, it is questionable whether it can justify itself on moral grounds.

With public utilities, where the necessities of the people depend upon their operation, it should not be permitted to any group of men, be they employees or employers, to inconvenience and bring distress upon the whole people for the purpose of securing acquiescence with its views. This is to substitute coercion arising out of the necessities of the public for persuasion as a method for securing recognition of concededly nonarbitrable rights. The consideration of the method is an arbitrable matter.

These principles, in the main, were applicable to the existing situation and were confirmed by the previous conduct of the parties by their agreements.

The memorandum thereupon briefly reviews the facts as to the strike in 1913 on the Yonkers Railroad now part of the Third Avenue system. It seems that prior to that year an unwritten agreement had been made by which the men were to be dealt with through their organization and with committees of the men employed on the lines. A similar agreement was made with Mr. E. A. Maher, sr., then manager of the Westchester lines. The memorandum states that the existence of these agreements and their binding obligation

upon the present management was admitted by Mr. Maher in testimony before the Commission in the recent controversy. In 1913, the men claiming that these agreements had in certain respects been violated, a strike took place in Yonkers, resulting in tying up the entire street car system for a period of 14 days. The Public Service Commission of the Second District having jurisdiction over these railway lines, in conference with both the president of the road, Mr. F. W. Whitridge, and the men, advised the latter to return to work immediately and urged the former to arbitrate all future differences that might arise. As a result of the efforts of the Commission, the following agreement was assented to:

1. The operation of the road shall be restored immediately under the employment conditions prevailing on December 31, 1912, with all men then employed restored to duty without prejudice to them.

2. That the company and the men shall consider all matters in difference, and that any matters upon which they shall be unable to agree shall be submitted to arbitration by arbitrators selected in the usual manner.

3. If any matters are claimed by either party not to be arbitrable, the question whether such matters are properly the subject of arbitration shall be arbitrated.

The statement prepared at the time by Chairman Stevens, containing the above agreement, also included the following paragraph:

Mr. Whitridge clearly assented to the first and second propositions, but as to the third made the statement that some questions are not arbitrable. He finally said that he would abide by the decision of the chairman of the commission as to what questions are arbitrable, and after some further colloquy, stated that the position of the chairman that the question of what questions are arbitrable should be submitted to arbitration was correct. The commission understands, therefore, that Mr. Whitridge assents to the third proposition, which was read in his presence.<sup>1</sup>

Upon this record and agreement the men returned to work. That this agreement was applicable to the controversy arising between the men and the company because of the refusal of Mr. Whitridge to

<sup>1</sup> The memorandum of the Commission contains the following supplementary statement:

On August 9, 1916, Mr. Cook, counsel for the Third Avenue railway system, asked the Commission to add to the record the following telegram sent by Mr. Whitridge to Chairman Stevens on January 16, 1913:

"The Times and other papers this morning contain what purports to be a document signed by you and given to the men, but of which I have not received a copy, giving the gist of your conference yesterday. The last seven lines of that statement, beginning with the words 'and after some further colloquy,' are erroneous and contain a further expansion of what I said, to which I do not assent."

Mr. Stevens replied on January 17, 1913:

\* \* \* "It is very much to be regretted that there is not a perfect agreement in recollection as to the conclusions reached. I apprehend, however, that it will occasion no trouble or embarrassment to anyone in the future, since there is but little if any possibility that it will ever become a practical question whether the statement is correct or not. \* \* \*

"This telegram and correspondence show conclusively that the agreement to arbitrate was made and that Mr. Whitridge's only exception was to the complete accuracy of the record as compared with his recollection of the agreement to arbitrate, whether or not a question was arbitrable.

"In view of the fact that the only question involved in July, 1916, was one of *wages*—a clearly and concededly arbitrable matter—this question of Mr. Whitridge's recollection is academic. Any agreement to arbitrate contemplates that either party may raise the point that a matter is nonarbitrable, but it does not rest with either party arbitrarily to determine that a matter is nonarbitrable, and Mr. Whitridge's position was that he would not arbitrate the matter of increasing wages."

arbitrate was admitted by Mr. Maher, sr., in his testimony before the commission.

The hearings before the Commission seemed to result in narrowing down the Third Avenue controversy to these points: The company was fully prepared to recognize the legal and moral right of the men to organize and was ready, in broad terms, to pledge itself not to interfere with this right.

We did not understand that the company would in any way interfere with the selection of the committee, nor would they interfere with the men securing advice from officers of the union, but we did think that probably the company would not wish to throw the weight of its indorsement to the organization, which it would do if it acquiesced in the men's request. The privilege to accord or withhold indorsement or sanction of the union was, of course, for the company to exercise. We did believe, however, that the public should not be deprived of its transit facilities because of a controversy over such a matter, nor that the business of a great city should be suspended while the parties wrangled over this point. In our opinion if the men won their first point, that is, that it was the duty of the company to arbitrate (for which they had contended), and their second point, the recognition of their right to organize and join a union, and obtained adequate pledges safeguarding them in this respect, we believed that they should not attempt further, by crippling the public utilities, to induce the company to give its indorsement to their organization. We were, and are still of the opinion that in this instance the rights of the public and of the State are paramount. We believed the company should be required to reduce to writing its pledge not to discharge any of the men for joining the union, nor to interfere coercively with their so joining, and we were prepared to require that, in order to avoid further misunderstandings, the arbitration agreement of 1913 should be made effective. We were hopeful of securing the acceptance of these views by both the men and the company. On the Yonkers and Westchester divisions, though the men admitted that they long ago had "secured recognition of the union," yet in the conferences and in the correspondence leading up to the present strike, when Mr. Whitridge objected to the designation of their committees as committees of their local union they promptly presented a modified letter with the designation omitted, thus showing breadth and wisdom in putting substance ahead of form. We believed, therefore, that we could reasonably hope to convince them that they could afford in this instance to show the same spirit and take the same stand. We were, moreover, clearly of the opinion that the arbitration agreement of 1913, binding the men as well as the company to submit such points of difference for arbitration, would send this matter to arbitration and thus remove it as a stumbling block. We believed that this point was an arbitrable one, in that it involved solely the company's attitude toward giving its weight of sanction or indorsement to the union, and since the company had a reasonable basis for arguing that to give this sanction would be doing more than giving the men a fair and free field to organize, it was subject to discussion and reason.

If we secured a settlement on Monday with these lines in the Third Avenue situation—the "red car lines"—we were hopeful that it would furnish a *modus vivendi* for settling the New York railways situation—the "green car line." The "green car line" strike broke Saturday morning.

On Saturday, August 5, the foregoing considerations were formulated, and Mr. Cohen was authorized to present them on Monday morning to counsel for the Third Avenue system and the counsel for the men, and he was authorized further to endeavor to secure their



assent and promise of recommendation of approval of their clients. On Saturday evening the mayor of the city of New York called upon the chairman of the Commission and sought his cooperation in an effort to avert further extension of the strike, the strike on the New York railways having been followed by that on the Queens railways, Second Avenue, and Staten Island lines. The chairman pledged his cooperation and outlined to the mayor the plans and program of the Commission. The mayor approved of both. On Sunday morning the mayor telephoned the chairman that he had arranged for a conference, first with the representatives of the union and then with the representatives of the New York Railways Co., to secure, if possible, an immediate settlement of the strike along the lines outlined by the chairman. The chairman and Mr. Cohen met the mayor and representatives of the men on Sunday, August 6, and laid before them five propositions which, after some discussion and slight modifications were finally agreed to and accepted by the representatives of the men.

In the afternoon these five propositions, together with the signed proposal of the men, were laid before the president of the New York Railways Co., and, with modifications in detail, accepted in the following form:

1. The employees have the legal and moral right to organize, and the company pledges that they will not interfere with the employees in their exercising of these rights to organize, either by intimidation, coercion or discharge, nor shall employees undertake to interfere with other employees in their exercising of their rights to decline to organize, either by intimidation or coercion.

2. The company will receive and treat with a committee of the employees upon any and all questions that may arise between them. This committee to select such spokesmen or advisers as they may choose to represent them, without any objection on the part of the company, and the company will in no way interfere with the selection of the committee of employees, it being understood that if the committee shall select to represent it the officers or other representatives of any particular organization, their appearance on behalf of the committee shall not be deemed to be a recognition on the part of the company of the organizations of which they are the officers or representatives.

3. That the question of wages and working conditions between the employees and the company shall be taken up by and through a committee of the employees with the officials of the company on a date to be agreed upon between them—such date not to be later than the 20th day of August, 1916.

The committee and the company in conference shall attempt to reach a satisfactory settlement upon all questions of wages and working conditions, and upon such points as they may fail to reach an agreement they shall submit to a board of arbitrators, the board of arbitrators to be composed of three disinterested persons, one to be selected by the officials of the company, one to be selected by the committee representing the employees, and these two arbitrators to select the third.

Both sides to be given full opportunity to present all evidence and argument in connection with their points submitted to arbitration, and the award of the majority of the arbitrators, in writing, shall be final and binding.



It is also agreed that all disputes that may arise between the company and the employees in the future, on which they can not mutually agree, shall be submitted to arbitration as herein provided.

4. In the interest of public safety and public service, the company wants it clearly understood that the direction and control of employees in all matters looking to efficiency in the service remains with the company and is not to be the subject of conference or arbitration, but if a dispute should arise as to whether a particular case falls within the above class, that question shall be subject to conference and arbitration as above provided for.

5. If the above is agreed to and accepted, it is further agreed that the employees shall declare off the strike and return to work immediately, in the positions they occupied prior to the time of going on strike, without prejudice.

This agreement to be underwritten by his Honor, Mayor Mitchel, and by the Hon. Oscar S. Straus, chairman of the Public Service Commission for the First District.

The representatives of the men being again sent for, the changes were submitted to them, and, after discussion, accepted by them. On Monday morning the men at their halls ratified the arrangement as to the railway lines. The directors of the Third Avenue Railway Co. met and authorized the consummation of the settlement. The board of directors of the New York Railways Co. also met on Monday and ratified and approved the action of their president.<sup>1</sup>

On the following morning, Tuesday the 8th, representatives of the Second Avenue Railroad Co., representatives of the Queens County road, and of the Staten Island companies, and representatives of the men, together with the mayor, the chairman of the Commission, one of the commissioners, and counsel for the Commission, met at the mayor's office, where all the representatives of the companies announced their willingness to settle their strikes upon the same terms as had been negotiated with the New York Railways Co. and the Third Avenue Railway Co. This settlement was consummated by acceptance and ratification of the men that afternoon.

The memorandum concludes:

Because of its supervision of the railroad facilities of the city, it was the special duty of this Commission to safeguard the lives of the citizens on its railroad lines and to ascertain whether the franchises of the companies were being exercised. Without

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<sup>1</sup> The memorandum states that during the day the mayor and chairman of the Commission sought to persuade the directors of the company to ratify the act of their president and, in order to facilitate this result, the following statement was secured from the chairman of the employees' committee:

I have considered the two questions of interpretation of the terms of settlement contained in the letter of Theodore P. Shonts as president of the New York Railways Co., dated August 6, which you have presented to me, and on behalf of the men on strike I agree as follows:

The language in paragraph 1 as follows:

"Nor shall employees undertake to interfere with other employees in their exercising of their rights to decline to organize, either by intimidation or coercion"—  
shall be held to mean in addition that this applies as well to members of the association whether they be employees of the New York Railways Co. or not.

The third paragraph on page 3 prescribing the method of selecting a board of arbitrators shall be amplified by the following provision:

In case the arbitrator selected by the officials of the company and the arbitrator selected by the committee representing the employees shall fail within ten days to select the third arbitrator, then such third arbitrator shall be selected by Hon. Oscar S. Straus.

knowledge of the facts the responsibilities for the situation could not be fixed. The Commission not only had power, but it was its duty to examine witnesses and ascertain the facts promptly. It was, in fact, the sole body having the powers of investigation. The Commission believes that the two days of investigation into the Third Avenue situation clarified the facts and fixed the responsibility.

While the settlement of the strike is important, the Commission believes that the lessons to be derived therefrom are more important and should be plainly set forth as a basis for further study and legislation. At this time it is not practicable to formulate definite measures to be introduced in the legislature, but, in order that there may be the widest possible criticism and opportunity for discussion, the Commission now presents for consideration certain deductions which it makes and certain questions which its experience suggests, as follows:

First. It is evident that the responsibility for maintaining service and adequate transit conditions requires that the Commission shall be clothed with the fullest powers. The public now believes that the Commission has such powers. This is not true, however, for the statutes contain careful limitations which have been further restricted by judicial decisions. If the Commission is to be an administrative body to regulate and control public services, its power shall be ample and undoubted.

In applying this concretely to industrial situations it is obvious that even if public opinion is the only power to control a given situation, such public opinion should be brought promptly to bear upon the basis of authentic knowledge of the facts and the just application of reason. If law and order are to be maintained in the community, correctly informed public opinion must be given an opportunity to assert its power.

Second. We are of opinion further, that if it had been known that the facts in the Yonkers and Westchester matter were subject to public investigations and inquiry by the Public Service Commission, the men would have been satisfied with the enforcement of the agreement to arbitrate and would have been satisfied with an order from the Commission directing the president of the railroad to proceed with the arbitration. We, therefore, suggest that when agreements to arbitrate are made between public utility companies and their employees they should be recorded with the Public Service Commission, and if ratified and approved, made a part of the binding obligations of the company in the exercise of its franchise. This would permit the making of voluntary agreements between employees of the companies and the companies, with the knowledge on the part of both that there was power in the Commission to enforce the agreement. We are of opinion that the Public Service Commissions law should be amended to compel parties to such agreements to register them with the Commission, and in the event of a breach to permit either party to apply to the Commission for relief, and that the Commission should be vested with adequate power to grant relief in such cases.

Third. The recent experience of the Commission indicates clearly, as did the experiences in 1877 and in 1902, in the cases of the Boston & Maine Railroad strike and the anthracite coal strike, that *investigation and publicity* are more than half the cure for industrial differences.

Fourth. The rapid transit lines of the city are now or are about to be operated under the provisions of the contracts entered into between the Commission, as representative of the city, and the companies, whereby the city is in a position of ownership of the most of the lines and to a certain extent in partnership in the operation, thus creating a situation unlike any existing elsewhere, wherein there is a direct municipal, as well as public, interest in the continuous operation of the rapid transit systems of the city. This raises the question which is presented for consideration and public discussion as to whether the employees on such lines occupy a position toward the public and the municipality different from the position occupied by the employees of other public-service corporations.

Fifth. There is no doubt that men have the right to refrain from working, and any rule that requires a man to work against his will is in the nature of slavery. On the other hand, there are positions of public service that require the performance of instant duty; for example, the policeman or the fireman may not throw up his job while on duty, though he may resign his position.

It may very well be considered at this time whether or not the principle should be extended to the extent of saying that it is against the public interest that men employed on railroad or other public utilities may, without notice, exercise their right to quit their jobs in a group, thus crippling if not totally arresting the operations of public utilities, to the great damage of the public. We are not undertaking now to suggest what remedy, if any, may be just and practicable, but it is already the law that the matter of the operation of public utilities is a matter of State regulation. Is the quitting of the service a matter for State regulation?

These questions can not be settled without the broadest public discussion. They should be considered from every angle, with due consideration for the rights of the employees and the public.

We believe that the Commission should present these questions for consideration, so that when it resumes its hearings for the purpose of framing legislation it will have the benefit of receiving information, suggestions, and criticisms to aid in arriving at a final conclusion.

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#### AGREEMENT BETWEEN THE BOSTON ELEVATED RAILWAY CO. AND ITS EMPLOYEES.

The articles of agreement between the Boston Elevated Railway Co. and the Amalgamated Association of Street and Electric Railway Employees of America and Division 589 thereof,<sup>1</sup> effective for three years from May 1, 1916, contain the following provision for arbitration:

The company agrees to meet and treat with the duly accredited officers and committees of the association upon all questions arising between them, and should any difference arise between them which can not be mutually adjusted, the same shall be submitted, at the request of either party, to a board of arbitration to be selected in the following manner:

One arbitrator shall be chosen by the company, one by the association, the two arbitrators so chosen shall meet daily to select a third, and the three arbitrators so chosen shall then endeavor to meet daily for the purpose of adjusting said difference, and the decision of the majority of said board, submitted in writing to the company and the association, shall be binding upon both parties.

In the event of the failure of either party to appoint its arbitrator within six (6) days after arbitration is decided upon, the party so failing shall forfeit its case. Each party shall bear the expense of its own arbitrator and the expense of the third arbitrator shall be borne equally by the parties hereto.

The following are the more important articles of agreement: Provision is made for the adjustment of grievances; employees are not to be discriminated against because of membership in the association; at least 1 day off in 15 shall be granted upon request; schedule runs shall provide between 8 and 9½ hours platform work, and at

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<sup>1</sup> Articles of agreement. Boston Elevated Railway Co. and Amalgamated Association of Street & Electric Railway Employees of America and Division 589 thereof. May 1, 1916, to Apr. 30, 1919. Boston [1916]. 99 pp.



least 70 per cent of all such runs shall be laid out with outside time not to exceed 11 hours, and in no case is a schedule run to have outside time in excess of 14 hours; payment for platform time in excess of 9 hours shall be at the regular hourly rate (with certain exceptions); all employees are guaranteed not less than 6½ hours pay provided they remain on duty as long as required, not to exceed 14 hours.

Under the agreement hourly wages of motormen and conductors on the surface lines, and of motormen, guards, brakemen, and gatemen on the rapid transit lines, for each year of service, compared with the wages in force prior to May 1, 1916, are shown in the following table:

HOURLY WAGES<sup>1</sup> OF MOTORMEN AND CONDUCTORS ON THE SURFACE LINES, AND OF MOTORMEN, GUARDS, BRAKEMEN, AND GATEMEN ON THE RAPID TRANSIT LINES OF BOSTON UNDER THE AGREEMENT, COMPARED WITH WAGES IN EFFECT PRIOR TO MAY 1, 1916, FOR EACH YEAR OF SERVICE.

Year of service.	Rate prior to May 1, 1916 (cents).	Rate from May 1, 1916, to May 1, 1917 (cents).	Rate from May 1, 1917, to May 1, 1918 (cents).	Rate from May 1, 1918, to May 1, 1919 (cents).	Rate prior to May 1, 1916 (cents).	Rate from May 1, 1916, to May 1, 1917 (cents).	Rate from May 1, 1917, to May 1, 1918 (cents).	Rate from May 1, 1918, to May 1, 1919 (cents).
<i>Motormen and conductors—Surface lines.</i>					<i>Motormen—Rapid-transit lines.</i>			
First 6 months.....	26.75	28.75	29.50	30.25	.....	.....	.....	.....
Second 6 months.....	27.00	29.00	29.75	30.50	<sup>2</sup> 30.25	<sup>2</sup> 32.25	<sup>2</sup> 33.00	<sup>2</sup> 33.75
Second year.....	28.25	30.25	31.00	31.75	31.00	33.00	33.75	34.50
Third year.....	29.00	31.00	31.75	32.50	31.75	33.75	34.50	35.25
Fourth year.....	29.50	31.50	32.25	33.00	32.50	34.50	35.25	36.00
Fifth year.....	30.50	32.50	33.25	34.00	33.25	35.25	36.00	36.75
Sixth year and thereafter.....	32.00	34.00	34.75	35.50	34.00	36.00	36.75	37.50
<i>Guards—Rapid-transit lines.</i>					<i>Brakemen—Rapid-transit lines.</i>			
First year.....	25.50	27.50	28.25	29.00	22.00	24.00	24.75	25.50
Second year.....	26.50	28.50	29.25	30.00	22.50	24.50	25.25	26.00
Third year.....	27.00	29.00	29.75	30.50	23.25	25.25	26.00	26.75
Fourth year.....	27.50	29.50	30.25	31.00	23.75	25.75	26.50	27.25
Fifth year.....	28.00	30.00	30.75	31.50	24.25	26.25	27.00	27.75
Sixth year and thereafter.....	28.50	30.50	31.25	32.00	24.75	26.75	27.50	28.25
<i>Gatemen—Rapid-transit lines.</i>								
First year.....	18.50	20.50	21.25	22.00				
Second year.....	19.50	21.50	22.25	23.00				
Third year.....	20.00	22.00	22.75	23.50				
Fourth year.....	20.25	22.25	23.00	23.75				
Fifth year.....	20.50	22.50	23.25	24.00				
Sixth year and thereafter.....	21.00	23.00	23.75	24.50				

<sup>1</sup> Lay-offs not exceeding 30 minutes are to be paid for at regular rates.

<sup>2</sup> This rate applies to the first year.

#### CONCILIATION AND ARBITRATION IN MASSACHUSETTS.

As amended in 1914 the Massachusetts act providing for a State board of arbitration for the settlement of differences between employers and employees, requires that notice of a threatened strike or



lockout be given to the State board in order that it may communicate with the parties to the controversy and endeavor by mediation to obtain an amicable settlement or to persuade them to submit the matter to arbitration. These efforts failing, the board is required to serve notice on the parties that it will investigate the cause of the controversy to ascertain which side is mainly responsible or blameworthy for its existence or continuance. This investigation is public and, unless a settlement is reached, the decision of the board is published, usually with a recommendation as to what ought to be done to adjust the controversy. The board insists, pursuant to law, that the parties shall either settle the matter between themselves or agree to submit the whole question to arbitration by the State board or by a board selected by themselves.

Operating under the law thus briefly outlined, the State board of conciliation and arbitration, according to the recently issued thirtieth annual report for the year ending December 31, 1915,<sup>1</sup> considered 209 cases of industrial disputes. Of this number 86 were voluntarily submitted to the board to be determined by arbitration; 100 cases were amicably adjusted as a result of the board's conciliation; in 18 cases, conciliation failing to bring about a good understanding, and the parties refusing to join in a submission of the questions in dispute to arbitration, public investigations were held. At the conclusion of these hearings the board's recommendations were adopted by the parties in all except 5 cases. There were 5 petitions presented for the board to determine whether the business of the petitioner was being carried on in a normal and usual manner and to the normal and usual extent. The treatment and disposal of the cases in 1915 cost \$10,985.55, an average cost per case of \$52.56. The sum appropriated for the board's use to cover this expense was \$15,000.

The report notes that while the number of requests for changes in working conditions, wages, and hours of labor continued undiminished there has been a decrease in the number of strikes since 1913. This, it is stated, is largely due to the policy of conducting the investigation already referred to and to the increasing tendency of employers and organized employees to accept the advice of the board and utilize the methods provided by statute in the settlement of industrial disputes.

An important feature in labor controversies is the trade agreement, and it is stated that the board has prevented many industrial difficulties by drafting or correcting the draft of such contracts which contain provisions that negotiations and arbitration shall remedy the difficulties that may arise thereafter. On this point the report says:

<sup>1</sup> Massachusetts. Thirtieth Annual Report of the State Board of Conciliation and Arbitration for the year ending Dec. 31, 1915. Boston, 1916. 245 pp.

The trade agreement can not be too highly praised, but to eulogize it at the expense of arbitration is to misstate its merits and to render it short lived or void, since it is the arbitration clause that makes the contract a trade agreement. There are hundreds of such agreements in this State, the majority of which exist in the shoe industry. The trade agreement grew out of conciliation cases, it being found that the effort to compose a past difficulty would, with proper regard to the future, suffice to prevent its recurrence. It differs from an agreement, which merely terminates a strike by providing overtures, conferences, negotiations, and mutual adjustment of future differences, and, in default of these, submission of such controversies to the judgment of an impartial tribunal. The law gives the parties choice between the State board and a local board, of which they select the members. Resorting to arbitration supposes a disposition to peace, and requires a certain degree of harmony at the outset; it often happens that the parties settle their controversy with little or no assistance while attempting to frame the joint submission of the case. The prevention of labor trouble, the reconciling of adversaries, and the adjustment of friendly disputes are connected so closely and resolve so freely into one another as to be inseparable in any practicable design of substituting peace for industrial strife.

It appears that from 20 to 40 cases of arbitration in various stages of procedure are constantly before the board, such cases being brought by parties already disposed to peace and in agreement as to the best method of securing it.

As illustrating the work of the board in settling controversies, one case may be cited. There was a strike in the works of the United States Cartridge Co. at Lowell. The parties could not be brought into agreement on prices, nor could a joint application for arbitration be secured. The employer requested the board's opinion of fair wages for the 347 kinds of performances required of the work people. The employees returned to work pending the board's recommendation. The board investigated and recommended a wage scale, given in full in the report, to be paid various grades of work people, and an increase of 7 per cent in the pay of machinists. Both parties accepted the board's advices concerning what they ought to do and submit to in order to adjust the controversy, and these recommendations had the same effect as an award rendered on a joint application.

More than 200 pages of the report are devoted to a history of 158 cases adjusted through the efforts of the board.

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#### RETAIL PRICES OF FOOD IN THE UNITED STATES.

Figures compiled by the Bureau of Labor Statistics from reports furnished by approximately 725 retail dealers in 44 of the principal industrial cities of the United States show an increase of 2 per cent from May 15 to June 15, 1916, in the combined price of 26 of the principal articles of food.

Butter, flour, cheese, and milk showed a decrease in price from May 15 to June 15, although the decline in the price of milk was but

a fraction of 1 per cent. Canned salmon, rice, tea, and coffee showed no change. All other articles increased in price, from raisins and prunes, a fraction of 1 per cent, to potatoes, 19 per cent.

The table which follows shows the relative retail prices on May 15 and June 15, 1916, of 26 of the articles covered by the bureau's reports, together with the average money prices on the same dates. In computing the relative price terminal decimals are dropped, but as the use of round numbers fails to reflect slight changes in price, it has been deemed advisable to use plus and minus signs to indicate more exactly the relative price. Thus, the relative 112+ for sirloin steak in June denotes that the relative price computed closely is more than 112 but less than 112.5. The relative price 112- for rib roast in June indicates that the exact relative price is at least 111.5 or above, but is still under an exact 112. When no plus or minus sign is used the relative price is exact. The average money price is shown only to three places, and the plus and minus signs are used in the same way as they are used in connection with the relatives. Were the decimal extended further, it would explain the few instances of apparent inconsistencies between the average money price and the relative price.

AVERAGE MONEY RETAIL PRICES AND RELATIVE RETAIL PRICES OF FOOD ON  
MAY 15 AND JUNE 15, 1916.

[The relative price shows the per cent that the average price on the 15th of each month was of the average price for the year 1915.]

Article.	Unit.	Average money price.		Relative price (average price for the year 1915=100).	
		May 15, 1916.	June 15, 1916.	May 15, 1916.	June 15, 1916.
Sirloin steak.....	Pound.....	\$0.276-	\$0.286-	108+	112+
Round steak.....	do.....	.248+	.257+	109-	113+
Rib roast.....	do.....	.216	.224	108+	112-
Chuck roast.....	do.....	.174-	.180+	108-	112-
Plate boiling beef.....	do.....	.130+	.134-	107+	110-
Pork chops.....	do.....	.230-	.232-	113+	114+
Bacon, smoked.....	do.....	.290-	.292+	106-	107
Ham, smoked.....	do.....	.289+	.292-	112+	113+
Lard, pure.....	do.....	.169-	.172-	114-	116
Hens.....	do.....	.241+	.244-	116+	117-
Salmon, canned.....	do.....	.202	.202	101-	101-
Eggs, strictly fresh.....	Dozen.....	.278+	.295-	83-	88
Butter, creamery.....	Pound.....	.375-	.367+	104-	102-
Cheese.....	do.....	.247+	.245-	107-	106-
Milk, fresh.....	Quart.....	.090	.090	100+	100
Flour, wheat.....	5-barrel bag.....	.953+	.933+	95-	193+
Corn meal.....	Pound.....	.031-	.031+	99+	100-
Rice.....	do.....	.091-	.091-	100+	100+
Potatoes.....	Peck.....	.360-	.429-	157+	187
Onions.....	Pound.....	.051-	.054+	147+	157-
Beans, navy.....	do.....	.093+	.096-	121-	124
Prunes.....	do.....	.130+	.130+	98-	98+
Raisins, seeded.....	do.....	.127-	.127-	101	101+
Sugar, granulated.....	do.....	.086-	.087+	130-	132-
Coffee.....	do.....	.302-	.302-	100-	100-
Tea.....	do.....	.551+	.551+	100+	100+
All articles combined.....				107+	109+



The following table shows the average money prices and the relative prices of the same 26 articles on June 15 of each year from 1912 to 1916:

AVERAGE MONEY RETAIL PRICES AND RELATIVE RETAIL PRICES OF FOOD ON JUNE 15 OF EACH YEAR, 1912 TO 1916.

[The relative price shows the per cent that the average price on the 15th of June in each year was of the average price of the year 1915.]

Article.	Unit.	Average money price June 15—					Relative price June 15 (average for the year 1915=100)—				
		1912	1913	1914	1915	1916	1912	1913	1914	1915	1916
Sirloin steak.....	Pound...	\$0.237+	\$0.258—	\$0.260+	\$0.260+	\$0.286—	93+	101—	102+	102—	112+
Round steak.....	do.....	.205—	.223—	.234+	.232+	.257+	90+	98+	103+	102	113+
Rib roast.....	do.....	.194	.200	.204	.202	.224	97+	100+	102—	101+	112—
Chuck roast.....	do.....			.171—	.164+	.180+			106—	102—	112—
Plate boiling beef.....	do.....			.125+	.123—	.134+			103—	101—	110—
Pork chops.....	do.....	.191+	.209+	.218—	.207+	.232—	94—	103—	107—	102	114+
Bacon, smoked.....	do.....	.246—	.276—	.273+	.273+	.292+	90—	101+	100+	100—	107—
Ham, smoked.....	do.....	.243—	.271+	.266—	.258+	.292—	94—	105—	103+	100—	113+
Lard, pure.....	do.....	.148—	.158+	.154—	.151—	.172—	100+	107	104+	102+	116
Hens.....	do.....	.200—	.219—	.221—	.210+	.244—	96—	105+	106—	101+	117—
Salmon, canned.....	do.....				.200	.202				100—	101—
Eggs, strictly fresh.....	Dozen.....	.261+	.275—	.278+	.265—	.295—	78—	82—	83—	79—	88
Butter, creamery.....	Pound.....	.339—	.353—	.339—	.349+	.367+	94+	98+	94—	97—	102—
Cheese.....	do.....				.233+	.245—				101—	106—
Milk, fresh.....	Quart.....	.087+	.090	.090	.089+	.090	97—	100—	100+	99+	100
Flour, wheat.....	½ bbl. bag	.873—	.803—	.793—	1.033+	.933+	87+	80+	79—	103+	93+
Corn meal.....	Pound.....	.030+	.028+	.030—	.031+	.031+	96—	91—	95+	100+	100—
Rice.....	do.....				.091—	.091—				100+	100+
Potatoes.....	Peck.....	.438—	.268+	.339+	.254+	.429—	191—	117—	148+	111—	187
Onions.....	Pound.....				.040—	.054+				116	157—
Beans, navy.....	do.....				.076—	.096—				98—	124
Prunes.....	do.....				.133—	.130+				100+	98+
Raisins, seeded.....	do.....				.126—	.127—				100—	101+
Sugar, granulated.....	do.....	.063+	.053+	.051+	.069+	.087+	96—	81—	78—	105+	132—
Coffee.....	do.....				.302—	.302—				100+	100—
Tea.....	do.....				.551+	.551+				100—	100+
All articles combined.....							96—	96+	98+	98	109+

A comparison of prices on June 15 from year to year shows an increase in the price of all food combined of 14 per cent from June 15, 1912, to June 15, 1916. There was approximately no change from June 15, 1912, to June 15, 1913; 2 per cent from June 15, 1913, to June 15, 1914; no change from June 15, 1914, to June 15, 1915; and a jump of 11 per cent from June 15, 1915, to June 15, 1916.

Potatoes declined 2 per cent from June 15, 1912, to June 15, 1916, being the only article which was not higher on June 15, 1916, than on the same date five years earlier. Flour, corn meal, prunes, and coffee, were the only articles lower in price on June 15, 1916, than on the same date one year earlier, although corn meal and coffee were but slightly lower.

Meats advanced in the year from June 15, 1915, to June 15, 1916, from 7 per cent for bacon to 16 per cent for hens. Other articles which made marked advances during this period were beans, 27 per cent; sugar, 26 per cent; onions, 35 per cent, and potatoes, 68 per cent.



## RETAIL PRICES OF COAL, 1907 TO 1916.

Reports as to retail coal prices received by the Bureau of Labor Statistics from approximately 250 coal dealers in the same 44 cities from which reports are received as to retail prices of food, show an increase of 3 per cent in the price of Pennsylvania anthracite white ash stove coal from January 15 to July 15, 1916, an unusual condition, as summer prices are ordinarily lower than winter prices. From January 15, 1915, to January 15, 1916, there was an advance of 2 per cent, while from July 15, 1915, to July 15, 1916, there was an advance of 8 per cent. The changes in prices of chestnut coal were about the same.

In bituminous coal the changes were not so marked. There was a decline of 1 per cent in the price from January 15, 1916, to July 15, 1916, but an advance of 3 per cent on July 15, 1916, over the same date of the previous year.

The table given herewith shows the relative retail prices of Pennsylvania anthracite stove and chestnut coal and of bituminous coal for the years 1907 to 1916, inclusive, and for January 15 and July 15 of each year during this period. The yearly relative prices in the first section of the table are averages of the January and July prices of each respective year.

RELATIVE RETAIL PRICES OF COAL EACH YEAR, 1907 TO 1916, INCLUSIVE, AND ON JAN. 15 AND JULY 15, OF EACH YEAR OF THE SAME PERIOD.

[Average price for 1915=100.]

Year.	Penn- syl- vania white ash, stove.	Penn- syl- vania white ash, chest- nut.	Bitu- mi- nous.	Month and year.	Penn- syl- vania white ash, stove.	Penn- syl- vania white ash, chest- nut.	Bitu- mi- nous.	Month and year.	Penn- syl- vania white ash, stove.	Penn- syl- vania white ash, chest- nut.	Bitu- mi- nous.
1907.....	93	91	101	January, 1907.	94	92	102	July, 1907....	91	89	99
1908.....	93	92	100	January, 1908.	95	94	103	July, 1908....	91	90	97
1909.....	93	92	97	January, 1909.	95	94	99	July, 1909....	90	89	94
1910.....	93	92	98	January, 1910.	95	94	100	July, 1910....	91	90	96
1911.....	94	93	100	January, 1911.	95	94	103	July, 1911....	92	92	96
1912.....	96	96	99	January, 1912.	96	96	100	July, 1912....	96	96	98
1913.....	101	100	103	January, 1913.	104	103	105	July, 1913....	97	97	100
1914.....	99	99	103	January, 1914.	100	100	106	July, 1914....	98	98	100
1915.....	100	100	100	January, 1915.	101	101	102	July, 1915....	98	98	97
1916.....	104	104	101	January, 1916.	103	103	101	July, 1916....	106	105	100

## WHOLESALE PRICES IN 1915.

Wholesale prices of commodities in the United States averaged considerably higher in 1915 than in the preceding year, according to Bulletin 200 of the Bureau of Labor Statistics of the United States Department of Labor. The downward trend which set in toward the close of 1914 did not extend beyond that year and by the end of January, 1915, prices of many commodities had advanced to a point

well above those of the year before. February prices in the aggregate were above those of January, but slight decreases occurred in March and April. In May prices again advanced and, except for small declines in June and September, continued at high levels throughout the remainder of the year. The bureau's weighted index number for December was 105, the highest point reached in any year since the collection of data for the present series of reports on wholesale prices, dating back to 1890, was begun.

Violent fluctuations were recorded during 1915 in the prices of many commodities, particularly drugs and chemicals, and metals and metal products. In the former group, prices as a whole declined during the first five months of the year, after which they rose sharply until the December average was 39 per cent above the average for January and 43 per cent above that for May. Metals and metal products advanced steadily in price throughout the year, except for slight declines in August, September, and October. The year closed with prices in this group 37 per cent above the January prices.

In the fuel and lighting group there was little change in prices during the first three months of the year, but marked declines took place in the spring and early summer. In August prices again advanced, the increase continuing for the rest of the year. The December average for this group was 11 per cent above that for January. Prices in the cloths and clothing group showed a steady advance during the entire year, the increase from January to December being more than 11 per cent.

Articles belonging to the food group were, in the aggregate, highest in price in December and lowest in September. The increase between January and December in this group was nearly 4 per cent. Farm products averaged highest in May and lowest in January, September, and November. The average for December was only slightly above that for January. In the remaining groups prices as a whole showed a falling tendency during the earlier part and a rising tendency during the latter part of 1915.

Comparing 1915 with 1914, the group of commodities showing the greatest increase in average yearly prices was that of metals and metal products, the increase in the group as a whole being slightly more than 11 per cent. In the drugs and chemicals group the increase between the two years was nearly 10 per cent. The group of farm products showed a 2 per cent increase in the average for 1915 over that for 1914, while the food group and the cloths and clothing group each showed an increase of 1 per cent. Of three groups showing a decrease in average yearly prices in 1915, as compared with 1914, fuel and lighting decreased nearly 6 per cent,

lumber and building materials nearly 4 per cent, and house-furnishing goods nearly 1 per cent.

Of the 346 commodities or grades of commodities for which the bureau collected wholesale prices for 1914 and 1915, 174 showed an increase between these two years, 135 showed a decrease, while no change was reported in the case of 37 commodities. A majority of the 174 commodities which increased in price between 1914 and 1915 belongs to the farm products, cloths and clothing, and metals and metal-products groups. Within these three groups, comprising 150 series of price quotations, 93 commodities or grades of commodities increased in price, 44 decreased, and 13 were unchanged. Articles showing an increase of more than 20 per cent were native steer hides, rye, wheat, medium fleece wool, 2-32s worsted yarn, ingot copper, copper wire, quicksilver, sheet zinc, and spelter. Some of the articles in these three groups which decreased in price were hogs, hops, cotton, cotton bags, cotton blankets, cotton flannels, and raw silk.

In each of the three groups, food, fuel and lighting, and lumber and building materials, more than half of the commodities decreased in price from 1914 to 1915. In most instances, however, the decreases were small, while increases of more than 20 per cent were recorded for beans, rye flour, wheat flour, oranges, raw sugar, and zinc oxide. Articles showing decided decreases in price were fresh and evaporated apples, lemons, raisins, salt pork, cabbage, onions, potatoes, and crude petroleum.

Of 10 commodities classed as drugs or chemicals, all but crude sulphur increased in price in 1915, as compared with 1914. The most decided increases were for alum (50.5 per cent), borax (24.5 per cent), glycerin (37.8 per cent), muriatic acid (23.8 per cent), quinine (20.5 per cent), and sulphuric acid (29 per cent).

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#### LABOR CONDITIONS IN HAWAII.

The fifth report of the Commissioner of Labor Statistics on labor conditions in the Territory of Hawaii, which has been published as Senate Document 432,<sup>1</sup> presents statistical details, as required by law, showing the highest, lowest, and average number of employees engaged in the various industries in the Territory, classified as to nativity, sex, hours of labor, and conditions of employment. A large oriental population and a tropical climate make labor condi-

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<sup>1</sup> Labor conditions in Hawaii. Letter from the Secretary of Labor transmitting the fifth report of the Commissioner of Labor Statistics on labor conditions in the Territory of Hawaii for the year 1915. S. Doc. 432, 64th Cong., 1st Sess. Washington, 1916. 192 pp. Illustrated.



tions in Hawaii different from those on the mainland of the United States. The average earnings and the standard of living of common laborers are higher, although wages are lower and the opportunity to advance is less than among such workers in California. At the time the report was prepared skilled American and part-Hawaiian mechanics in Honolulu were earning from \$3 to \$5 a day and unskilled laborers and helpers \$1.50 to \$2 a day. The general condition of Hawaiian workers appears to present no evidence of economic hardship, although individual instances of such hardship doubtless occur.

The chief industries of Hawaii are sugar production and pineapple growing and canning. Sugar forms about nine-tenths in value of agricultural products and more than four-fifths of the entire population is upon plantation pay rolls. The industry is highly centralized and capitalized, and its growth, from a crop yield of 360,038 tons in 1901 to 646,445 tons in 1915, has been accomplished by bringing more land into cultivation, mostly through great irrigation works, and by increasing the return of cane per acre and the amount of sugar made from a ton of cane through scientific cultivation, cane selection and breeding, pest control, and fertilization, and through improved construction and practice in mill and boiling house.

There are 47 corporations in Hawaii exclusively or largely engaged in producing sugar, of which 43 operate mills. With one exception, all are owned or controlled by Americans or Europeans. All but three of the incorporated sugar plantations belong to the Hawaiian Sugar Planters' Association, which maintains a regular force of labor recruiters in the Philippines and has a local transportation service in those islands for supplying hands to Hawaiian plantations. It prescribes schedules of wages to be paid to ordinary field hands by plantations receiving labor from this source. It also has established and supervises a system of bonuses for plantation laborers, to be noted later.

Most of the laborers employed in sugar production are Orientals—36,378 (81 per cent) Chinese, Koreans, Japanese, and Filipinos being employed in 1915 on plantations of the Hawaiian Sugar Planters' Association. Of the 44,904 employed, 24,046 (53.5 per cent) were Japanese, this being a decrease of 24.32 per cent in the number of Japanese employed in 1908, when the largest number of this race (31,774, or 69.7 per cent of the total employees) was employed. Their places have been taken largely by Filipinos, of whom 183 were employed in 1908 and 8,695 in 1915. European laborers represented 11.5 per cent, Hawaiians 2.2 per cent, Americans 1.4 per cent, and all others 3.9 per cent. Most of the skilled employees—that is,

those receiving \$50 or more a month, exclusive of earnings of contractors and of persons receiving in excess of this sum on account of overtime—are Americans, representing 34.15 per cent of the 1,696 so classified in 1915.

Many field and some manufacturing operations are paid for at a specific rate per unit of work. Cane cutting and loading are examples. Other forms of plantation work are carried on under what are locally termed "short-time contracts," which are in fact employment at piecework rates. A very common and important true contract is the long-term cultivating contract or "profit sharing" agreement, where a gang of men takes a field of cane and brings it to maturity for a stated price per ton of cane raised. In addition to the contracts mentioned, a man may rent a piece of land from a plantation, or use his own land, to raise a crop of cane which he contracts to sell to the mill at a stated price. He is called a "planter." The importance of small farming carried on by these "profit sharers" and "planters" is brought out in a section describing the manner in which their crops are disposed of to the plantations, the method of arriving at the amount to be paid for the product in the case of "planters," and the elements entering into the cost of raising and milling cane. One plantation buys practically all its cane from renters at a flat rate of \$3.25 a ton, and another sugar agency, representing five plantations, during the five years ending with 1915, bought 1,030,888 tons of cane from outside growers for which it paid an average of about \$4.05 a ton delivered.

Of 43,208 unskilled laborers in 1915, the number of wage hands was 24,468 (56.63 per cent), contractors 15,121 (35 per cent), and planters 3,619 (8.38 per cent). The proportion of Koreans who work by contract is larger than that of any other nationality, and a table is given showing that of about 21,000 Japanese engaged in cane raising directly for the plantations nearly 10,000 are contractors.

Omitting women and children, the lowest rate paid common field hands is \$20 a month. On many plantations the base rate is \$24 a month for all Europeans, and over \$20 for Orientals. Many workers receive more than one rate during a single month, since they change their occupations frequently. Contractors usually earn more than daymen but their income is more variable. Their earnings bear no relation to the price of sugar as do those of many "planters," but in case of "profit sharers" they do depend upon the yield of cane. The following table shows the average rates of pay of common laborers and the average and per cent of increase in daily earnings of men employed in profit-sharing contracts for those years for which sta-

tistics have been gathered by the Bureau of Labor Statistics since 1902:

NUMBER AND AVERAGE DAILY EARNINGS OF ADULT MALE FIELD EMPLOYEES, 1902, 1905, 1910, AND 1915, AND PER CENT OF INCREASE IN EARNINGS.

Field employees.	1902		1905			1910			1915		
	Num-ber.	Av-erage daily wage.	Num-ber.	Av-erage daily wage.	Per cent of de-crease since 1902.	Num-ber.	Av-erage daily wage.	Per cent of in-crease since 1905.	Num-ber.	Av-erage daily wage.	Per cent of in-crease since 1910.
Field hands.....	15,307	\$0.68	17,749	\$0.65	4.4	12,769	\$0.73	12.3	<sup>1</sup> 10,899	\$0.81	11.0
Contract cultivators <sup>2</sup> .....	9,286	.99	3,437	.83	16.2	6,867	.91	9.6	<sup>3</sup> 6,885	1.23	35.2
All field labor <sup>4</sup> .....	24,593	.80	21,186	.68	15.0	19,636	.79	16.2	<sup>5</sup> 17,784	.97	22.8

<sup>1</sup> Not including 150 field hands, whose sex is not reported.

<sup>2</sup> Includes those only whose average daily earnings were reported.

<sup>3</sup> Not including 232 contract cultivators whose sex is not reported.

<sup>4</sup> Includes those day hands and contract cultivators only whose daily earnings were reported.

<sup>5</sup> Not including 382 field laborers whose sex is not reported.

An important feature of the wage scale is the system of bonuses introduced several years ago by the Planters' Association. Under this bonus plan, before it was amended as noted hereafter, employees receiving \$24 or less a month (on some plantations all employees receiving less than \$50 a month were allowed to participate), providing they had worked upon an average 20 days each month for the plantation during the preceding year, were allowed as a share of the plantation profits at the close of the season a sum representing a percentage of their earnings, this percentage to be determined by the amount above a certain minimum per pound the plantation received for sugar sold that year. With the price of sugar not exceeding 3.5 cents a pound in New York, that is, \$70 a ton, no bonus was paid. For every \$1 a ton that the average price for the year rose above \$70, a bonus of 1 per cent of their annual earnings was paid to laborers who had worked the required 240 days during the year for the same plantation. If a laborer did not work the full 240 days on account of physical disability or because excused from work by the manager or discharged without his own fault, he received a bonus upon the amount he earned during the time he did work. If a laborer had worked 240 days on the same plantation, part of the time as a day hand and part of the time as a contractor, he was allowed a bonus on the amount earned as a day hand only. This plan included only wage hands. The bonus was paid on the regular pay day in November or December for the year ending October 31. In 1915 the average price of sugar was nearly \$90 a ton, and the bonus paid to laborers equaled 20 per cent of their annual earnings. In 1914, the last year for which figures are available, the bonus was 5 per cent and the amount distributed to 15,985 workers was \$189,025 or an average of \$11.83 each.

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Inquiry made by the Commissioner of Labor Statistics since the study for the report was made has brought out the fact that on April 1, 1916, the bonus rate was increased to 1.5 per cent of the laborer's earnings for every \$1 that the price of sugar rises above \$70 a ton and that the bonus is now paid to all contract cultivators or profit sharers and to all short-time contractors, as well as to wage hands. It does not apply to contractors whose contracts are settled according to the price of sugar. The requirement that the worker must remain on the plantation a year to obtain the bonus has been abolished, and instead all male workers laboring 20 days in a month are entitled to the bonus for that month. One-fifth of the bonus is paid at each monthly pay day, and the remaining four-fifths is payable at the end of the bonus period, October 31. It appears from the correspondence that a number of planters are paying the bonus to all employees earning \$50 or less a month. This new system seems to have had the effect of increasing wages in other lines, pineapple plantation laborers and domestic servants now demanding and receiving higher pay.<sup>1</sup>

When the bonus system was introduced it became necessary to keep a complete record of the days worked and the monthly earnings of each individual employed as a basis for the computations it required. Before this, plantation timekeepers, who sometimes have 3,000 employees on their pay rolls and seldom list laborers by name, but by numbers, kept no record of cases where the same number was assigned to different individuals in the course of the year. Therefore, it was impossible to determine the earnings of particular persons with certainty. With the new data afforded by the bonus accounts, and through the courtesy of managers and bookkeepers, who undertook much additional work for this purpose, statistics of the annual earnings of their employees have been compiled by several plantations. These indicate average yearly earnings by nationalities as follows:

NUMBER AND AVERAGE YEARLY EARNINGS OF ADULT MALE SUGAR PLANTATION AND MILL WORKERS, CLASSIFIED BY NATIONALITY.

Nationality.	Employees.	Average yearly earnings.
American.....	14	\$833. 18
Chinese.....	180	321. 23
Filipino.....	1,037	200. 33
German.....	4	561. 41
Hawaiian.....	254	382. 23
Japanese.....	3,079	323. 69
Korean.....	49	284. 32
Porto Rican.....	183	268. 31
Portuguese.....	1,123	350. 77
Russian.....	20	368. 07
Spanish.....	507	264. 54
Total.....	6,450	305. 18

<sup>1</sup> The Hawaiian Star-Bulletin of July 4, 1916, contains the announcement that day labor has gone up from \$1.25 to \$1.50, that yard boys who used to get \$4 to \$5 a week are now asking and getting \$7 to \$8 a week, that women who used to ask \$3 or \$3.50 a week for domestic work can not be coaxed with offers of \$6 and \$7 a week now. This, it is stated, is the result of the new scale of wages put into effect this spring, and of the activities of the pineapple canneries.

Considering the demands of climate plantation workers are better housed than many railroad laborers, mine workers, and unskilled city workmen on the mainland. It is necessary to guard against deterioration of quarters when laborers from the Orient, with low standards of living and primitive notions of hygiene, are introduced. Many plantations employ sanitary inspectors whose duty it is to inspect at short intervals all laborers' quarters and to enforce proper cleanliness. All large plantations provide hospital and medical attendance, which is rendered free to most workers receiving low rates of pay; in some places 10 cents a month is deducted from the wages.

Plantation workers receive, in addition to wages, free house, fuel, and water, and in many cases land upon which to raise vegetables is furnished free of rental. Living expenses are thus somewhat reduced. It was found that a Japanese single man pays about \$7 a month for board, that a small family spends about \$10 a month for provisions, and that European laborers feel the increased cost of food more than Asiatics.

The provisions of the workmen's compensation law, enacted in 1915, cover agricultural laborers. This law provides for surgical, medical, and hospital service for the first 14 days, not exceeding \$50 in amount, but allows no compensation for the first 14 days of disability. Sixty per cent of the wages may be paid during temporary total disability. It seems to have been the custom of plantations and of some other large employers, to pay full medical expenses and wages in such cases. In case of death or permanent disability the law defines the rights of workers and gives them and their families better assurance of uniform compensation than under the old system. The act also protects many employees of small enterprises who hitherto have had imperfect remedies for disablement in the pursuit of their calling. No provision is made for compensating employees whose wages exceed \$36 a week. Plantations and canneries, which are the largest employers, carry their own insurance.

Since the preparation of the report some inquiry has been instituted to ascertain the effect of the compensation act. The replies seem to indicate in general that the act has worked out satisfactorily and that employers feel that it is on the whole a good law. An effort will probably be made at the next legislature to shorten the period of nonpayment, increase the hospital and medical treatment allowance, and also increase the per cent of wages to be paid in case of permanent, partial, or total disability. The compensation provided under the present law is not as liberal as that given by the sugar plantations under the old system of voluntary compensation. Most plantations have continued the old method of compensating for every day lost and of paying indemnity for permanent injuries, such as the loss of a finger.

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Next in importance to the sugar industry is the pineapple industry. In 1915 12 canneries were in operation. Pineapple canning is seasonal, the main crop coming in July and August. Most of the labor is recruited from casual workers and none is brought from abroad. Somewhat higher wages are paid in this industry than on the sugar plantations, the average daily wage for adults, all nationalities, being 97 cents for field labor and 94 cents for cannery labor. Here also the Japanese predominate, furnishing 45.64 per cent of the employees in the field and 36.07 per cent in the canneries.

As already indicated, most of the labor performed in Hawaii is done by Asiatics, 81 per cent of all employees in 1915 being Orientals. The increasing numbers and influence of the Japanese are indicated by the facts that the amount of real estate upon which they pay taxes rose in assessed value in 10 years from \$168,545 to \$1,002,203, and that of 36,529 pupils of all nationalities in the public and private schools, 13,553 (37.1 per cent) were Japanese.

The political influence of these people, whose Americanization is still in question, will be reenforced by their growing economic influence. The Japanese have continuously for many years extended their business activities, beginning with small enterprises, until they are well intrenched in many lines of commerce and manufacturing. They control the local fisheries, and their vessels conduct our trade with the Orient and South America. No legal barriers stand in the way to prevent their eventually acquiring a large influence in the sugar and pineapple industries, in both of which they already have made a beginning. Japanese born in Hawaii, but, in many cases, reared and educated entirely in Japan, are acquiring homesteads. As lessees of small holdings they are rapidly forming the beginnings of a local peasantry. So far as future results are predictable from present tendencies, the Japanese bid fair to become owners of a large fraction of the arable land in the islands not directly cultivated by corporations.

In summing up labor conditions in the islands, the report says:

Labor conditions in Hawaii are better than in most tropical countries and in some ways they are better than in many mainland communities. The struggle for existence is not severe. \* \* \*

Most of the betterment of labor conditions during the past 15 years has not been at the instance of the laborers themselves. It has been partly forced from employers by their competition among themselves for labor. No organized demand throughout the islands has been made by laborers for higher wages, shorter hours, or other concessions. \* \* \* The improvements in housing and camp sanitation, the gradual betterment of medical service, and the financial support given to welfare work among plantation laborers have been unsolicited by the laborers. \* \* \*

The plantation interests form a benevolent industrial oligarchy. The relations existing between the plantation manager and his laborers are semifeudal. \* \* \* As sugar is the dominant economic interest of the islands, it is consequently the dominant political interest. The territorial government, controlled in large part by the sugar interests, seems to an outside observer to compare favorably with the State governments of continental United States in point of honesty, intelligence, and progressiveness. \* \* \*

There is no reason for an alarmist attitude toward the Japanese. Those in Hawaii are not unmindful that some mischance may in the future disturb the friendly relations

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between their country and our own; but they do not court such an event. \* \* \* Their Americanization is as yet on the surface; it has not touched their hearts. \* \* \* If the coming generation of Japanese born in Hawaii are treated with fairness, they may become as thoroughly Americanized as any of our citizens of European descent, and may contribute much to the solution of social, economic, and political problems, instead of passively existing in the community as knotty problems requiring solution by our social, economic and political mathematicians. \* \* \* To Americanize the Orientals in Hawaii we must isolate them from direct contact and competition with the laboring classes of Asia itself. Complementary to such a policy, necessary encouragement should be given to the immigration of Europeans. The Portuguese have proved suitable settlers for Hawaii. \* \* \*

Opportunity must be given those who save money to buy small farms. The present homestead policy is not a success. The Territory ought not to alienate valuable cane lands already under high cultivation for the profit of a few speculators and at the expense of all the people. \* \* \*

The water rights of the islands constitute a patrimony of the people which should never have been alienated. Water as one of the component parts of a farm is quite as essential as land. It is unfortunate that all the water sources in the islands are not owned and administered by the Government. \* \* \*

We may view labor conditions in Hawaii under two aspects. If we regard them solely as present conditions of employment, as a topic exhausted when we have tabulated wages and earnings, hours of labor, industrial accidents, and other matters pertaining to the present condition of laborers, the subject might be closed with a reference to the tables in this report. The tables show, considering the kind of labor used, the service it renders, and the history of the laboring population of the islands, a satisfactory degree of progress. \* \* \* But if we view labor conditions in Hawaii as primarily important because they will determine the political future of the country and the character of its civilization, then these other questions—of immigration and race control, of land and water policies, and of civic development—are logically parts of the subject. From the standpoint of our national interest in Hawaii, which gives occasion to the law calling for this report, these are the questions in relation to which labor conditions are to be considered.

From this broader viewpoint the increase of a resident laboring population, the fostering of industries other than sugar making, the rise of a middle class derived from the people who work with their hands, and the increase in small holdings, are all hopeful symptoms of progress toward a true civic community, organized to secure the welfare of all its members. The Federal Government, in every policy affecting the Territory, should strive to foster such a community.

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#### WORKMEN'S COMPENSATION LEGISLATION OF 1916.

In 6 of the 12 States whose legislatures met in regular session in 1916, the Federal Congress, and the Island of Porto Rico, legislation was enacted on this subject. The laws of Kentucky and Porto Rico are new, the former taking the place of an act of 1914, declared unconstitutional. (*See Bulletin 169, p. 197.*) In the other States the legislation was chiefly amendatory, while the act of Congress is new, superseding a number of special or incomplete laws. An account was given of the Kentucky statute in the MONTHLY REVIEW for June of the current year. The remaining legislation is noted below.

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In Louisiana two amending acts were passed, one of them (No. 243) amending the act generally, materially enlarging its scope and strengthening it in its benefits to the workman, and reducing the waiting time to 1 week; the other (No. 270) makes it a misdemeanor for an employer to deduct from his employee's wages, directly or indirectly, any contribution to meet the cost of premiums or other charges for insurance under the compensation or any other act.

The Maryland statute was likewise amended in a number of points by chapters 86, 368, 379, and 597. Some of the amendments are of minor importance, as the one modifying the provision for the assessment of insurance carriers for the expense of administering the act, and that authorizing the commutation of benefits to nonresident alien beneficiaries to a lump sum on the basis of a valuation of three-fourths. The list of employments covered is enlarged by including the operation of horse-drawn vehicles; a comprehensive definition of mining is also given, and employment is to be regarded as under the act where the tippie or principal entrance to a mine is within the State, even though the workings extend beyond its boundaries. Intoxication is made a bar to recovery only when the injury results "solely" therefrom; while the word "unavoidable" is stricken from the definition of diseases and infections incurred as a result of injuries, and for which compensation is to be allowed. Also, provision for fractional losses of vision and a modification of the law as to medical and surgical aid are included.

Amendments to the Massachusetts statute are found in chapters 72, 90, 200, 307, and 308. The first provides that the report of an impartial physician shall be received as evidence in any proceeding before the accident board or a committee of arbitration, if the parties in interest have seasonably been furnished with copies thereof. Chapter 90 reduces the waiting time from 2 weeks to 10 days. The amendment contained in chapter 307 is a mere clarification of the limitation contained in section 7 of chapter 807, Acts of 1913, relating to compensation for injuries to public employees; while chapter 200 is an independent act giving to any mutual liability company authorized to do business in the State the same powers and privileges as possessed by the Massachusetts Employees' Insurance Association. Chapter 308 is likewise an independent act (*See MONTHLY REVIEW* for August, pp. 34 and 35), transferring the powers and duties of the State board of labor and industries and the industrial accident board sitting jointly to investigate industrial conditions, etc., to the State board of labor and industries alone.

In New Jersey (ch. 54) a workmen's compensation aid bureau is created in the department of labor, and charged with the duties of observing the operations of the law and making annual reports.

This bureau is authorized to investigate the causes of accidents and facts relating thereto, and is to approve and file agreements of settlement between employers and employees, which are not valid until such approval is given. If the parties do not agree within 21 days, the bureau is to undertake to secure a suitable settlement.

Extensive changes are made in the law of New York, principally by chapter 622, which makes a considerable number of additions to the list of hazardous employments covered by the act, providing also that any occupation or industry not included in the statutory list may be brought under the act by the joint election of employer and employees. In the original act compensation was restricted to undertakings carried on by the employer for pecuniary gain, and under this, municipalities had not been regarded as covered in connection with work on streets and highways, etc. The law was amended in its application to public service so as to make it applicable thereto without regard to the question of pecuniary gain. "Employees" are made to include all persons in the service of an employer whose principal business is the conduct of a hazardous employment within the act, and not merely those persons engaged in the hazardous employment, as in the original act. Another extension of the act is the inclusion of dependent stepchildren under the definition of children as beneficiaries under the act.

Insurance under the act is made to protect the employer from all liability save as provided for by the act itself. Employers failing to secure payments of compensation by insurance or otherwise in accordance with the law, are guilty of a misdemeanor; and defaulting in payments due subjects the employer to proceedings for the enforcement of the payment by judgment without appeal. Awards to dependent parents or grandparents are increased in amount, while payments on account of decedents whose beneficiaries are nonresident aliens are limited.

Insurance carriers are to bear the expense of administering the compensation law beginning July 1, 1916, from which date the State fund must pay its own expenses, instead of from January 1, 1917, as previously directed. Another act (ch. 478) adds sections to the municipal law and the State finance law by which it is provided that contracts for public works coming within the scope of the compensation law shall be void unless the contractor provides insurance for his employees. Another act tending to safeguard compensation insurance in the State is one (ch. 393) which requires the approval of the State superintendent of insurance before dividends can be paid by mutual companies insuring employers' liability and workmen's compensation and which fixes the surplus minimum of a foreign company at \$100,000. In this connection may be



mentioned another act (ch. 441), which permits the attachment of the property of an employer who is liable for the death of an employee.

The law of Porto Rico is elective, providing for insurance in a fund administered by the Government. There is no waiting time and no provision for partial disability.

A bill providing for compensation for injuries to all civilian employees of the United States has passed both houses of Congress at the date of this writing.

#### OPERATION OF THE FEDERAL COMPENSATION ACT IN 1914, 1915, AND 1916.

The cost of compensation for fatal and nonfatal injuries and the number of claims allowed under the act of May 30, 1908, providing compensation to certain employees of the United States, are shown by departments in the following table, covering the fiscal years 1914, 1915, and 1916. This table supplements the information given in Bulletin 155 of this bureau, which is a detailed report of operations under the act up to June 30, 1913. The figures shown include for each specified fiscal year only those cases which occurred during that year and for which claims were allowed. They do not include cases pending at the beginning of the year. For certain cases in 1916 reports as to the amount of compensation paid had not been received. Estimates of the amounts paid for these cases are given under the heading, "Incomplete cases," and were computed by multiplying the number of claims allowed by the average amount paid per case in 1915. The estimated total for 1916 is \$346,830.05.<sup>1</sup>

COST OF COMPENSATION FOR FATAL AND NONFATAL INJURIES DURING THE FISCAL YEARS 1914, 1915, AND 1916 (A PORTION OF THE LATTER YEAR ESTIMATED).

Department.	1914		1915		1916			
	Total amount of compensation paid.	Claims allowed.	Total amount of compensation paid.	Claims allowed.	Completed cases.		Incomplete cases. <sup>1</sup>	
					Total amount of compensation paid.	Claims allowed.	Estimated amount of compensation.	Claims allowed.
Navy.....	\$131,147.20	1,166	\$181,687.44	1,530	\$111,981.91	1,207	\$83,679.73	403
War.....	114,445.52	761	110,074.45	849	41,312.43	555	52,378.60	404
Interior.....	64,754.08	373	63,808.64	383	9,413.73	113	10,727.20	92
Post Office.....	882.50	2	95.75	2	155.10	3	47.86	1
Treasury.....	9,305.01	78	12,967.77	76	7,276.38	60	4,948.27	29
Agriculture.....	13,622.70	50	17,766.25	73	4,162.19	36	8,274.68	34
Commerce.....	12,531.09	32	9,089.02	42	2,301.95	25	7,357.72	34
Government Printing Office..	4,825.15	44	4,111.10	52	2,287.94	32	474.36	6
Miscellaneous.....					50.00	1		
Total.....	351,513.25	2,506	399,600.42	3,007	178,941.63	2,032	167,888.42	1,003

<sup>1</sup> The considerable falling off of the total for 1916 as compared with the amounts paid in 1914 and 1915 is largely due to the completion of important reclamation projects and the consequent reduction of the working forces.

### GROUPING OF INDUSTRIES APPEARING IN THE WORKMEN'S COMPENSATION MANUAL.

A grouping of industries appearing in the Workmen's Compensation Manual, with corresponding code numbers, has just been issued by the National Workmen's Compensation Service Bureau, 13 Park Row, New York City. This work has been specially arranged for the convenience of statisticians. It contains an appendix in which will be found a numerically arranged list of discarded classification numbers and the classifications to which they refer.

This new grouping of Manual classifications has been revised to conform more closely with the needs of accident compensation. The code numbers of a great many industrial processes have been changed and a considerable number have been dropped out altogether, as will be seen by consulting the appendix. The Workmen's Compensation Service Bureau worked with the Committee on Statistics and Compensation Insurance Cost of the International Association of Industrial Accident Boards and Commissions to revise the classification of industries so as to get a more logical classification. It was impossible for the Workmen's Compensation Service Bureau to make its classifications conform exactly with the classification adopted by the Committee on Statistics and Compensation Insurance cost, but it will not be difficult in most instances to translate accident statistics from one classification to the other. To facilitate the work of translation and comparison of accident statistics recorded under the two classifications, the United States Bureau of Labor Statistics, in Bulletin 201, prints opposite each industrial process listed the Workmen's Compensation Manual code number corresponding to that process in the Manual.

The Workmen's Compensation Service Bureau has done much to bring about uniform classification of industries. The original classification issued by it was taken as the basis by the Committee on Statistics and Compensation Insurance Cost in working out a classification of industrial processes.

### RECENT REPORTS RELATING TO WORKMEN'S COMPENSATION AND INDUSTRIAL ACCIDENTS.

#### NEVADA.

A report<sup>1</sup> has just been issued showing the operations of the Nevada industrial insurance act for the 18 months ending December 31, 1914, for the year ending December 31, 1915, and for the 30 months ending December 31, 1915, covering the entire period that the act has been in effect. The audit shows that during this period the total

<sup>1</sup> Nevada. Report of audit and investigation, by George K. Elder, certified public accountant, and Memorandum in re Nevada Industrial Insurance Act. Reviewing the operation of the act for a period of 30 months—July 1, 1913, to Dec. 31, 1915.

receipts were \$560,248.09 and the total disbursements \$318,574.74, leaving a cash balance of \$241,673.35. Of the receipts, \$557,248.09 represented premiums collected, and \$25,000 was estimated as being due at the time of the report. Of the disbursements, \$235,018.81<sup>1</sup> was paid in compensation and \$74,180.81, or 12.74 per cent of the premiums collected and due, was paid for administrative expense. The report shows total assets of \$278,968.25 and total liabilities of \$295,758.46, the latter being distributed as follows:

Reserve fund.....	\$58,224.81
Pensions allowed.....	120,224.00
Liability account of pending claims (estimated).....	117,309.65
<b>Total.....</b>	<b>295,758.46</b>

Although this indicates a deficit of \$16,790.21, it is explained that 10 per cent of premium income is set aside for the purpose of creating an insurance reserve fund to provide for and absorb the shock of a catastrophe without doing violence to the general fund.

As a matter of fact, our premium income has not been sufficient to provide the full amount required by the 10 per cent rule. By setting up an insurance reserve fund, or what might be called a catastrophe hazard fund, and assigning 10 per cent of premium income, amounting to \$58,224.81, to said fund, we show apparently a deficit of \$16,790.21. Eliminating such a reserve fund, we have a surplus of \$41,434.60.

The following table shows the total and monthly average premiums collected and the compensation paid during the three periods covered by the report, for each specified class of industry:

TOTAL AND MONTHLY AVERAGE PREMIUMS COLLECTED AND COMPENSATION PAID FOR 18 MONTHS ENDING DEC. 31, 1914, 12 MONTHS ENDING DEC. 31, 1915, AND 30 MONTHS ENDING DEC. 31, 1915.

Class.	18 months ending Dec. 31, 1914.		12 months ending Dec. 31, 1915.		30 months ending Dec. 31, 1915.	
	Amount.	Average per month.	Amount.	Average per month.	Amount.	Average per month.
<i>Premiums collected.</i>						
Mining.....	\$189,456.52	\$10,525.37	\$127,061.47	\$10,588.45	\$316,517.99	\$10,550.60
Ore reduction.....	22,455.09	1,247.50	13,770.00	1,147.50	36,225.09	1,207.50
Nevada Consolidated Copper Co.....	61,949.81	3,441.66	39,172.36	3,264.36	101,122.17	3,370.74
Railroads.....	10,448.74	580.48	7,017.77	584.81	17,466.51	582.23
Public utilities.....	10,111.30	561.73	7,219.15	601.60	17,330.45	577.68
State, counties, cities, and schools.....	6,938.23	385.46	14,297.60	1,191.47	21,235.83	707.86
Miscellaneous.....	29,543.74	1,641.32	17,806.31	1,483.86	47,350.05	1,578.33
<b>Total.....</b>	<b>330,903.43</b>	<b>18,383.52</b>	<b>226,344.66</b>	<b>18,862.05</b>	<b>557,248.09</b>	<b>18,574.94</b>
<i>Compensation.</i>						
Mining.....	70,686.30	3,927.01	92,313.69	7,692.81	162,999.99	5,433.33
Ore reduction.....	6,627.99	368.22	10,203.62	850.30	16,831.61	561.05
Nevada Consolidated Copper Co.....	11,282.27	626.79	10,013.72	834.48	21,295.99	709.87
Railroads.....	2,357.60	130.98	3,332.95	277.75	5,690.55	189.69
Public utilities.....	1,010.91	56.16	2,170.40	180.87	3,181.31	106.04
State, counties, cities, and schools.....	1,335.52	74.20	3,427.00	285.58	4,762.52	158.75
Miscellaneous.....	7,647.22	424.85	12,609.62	1,050.80	20,256.84	675.23
<b>Total.....</b>	<b>100,947.81</b>	<b>5,608.21</b>	<b>134,071.00</b>	<b>11,172.59</b>	<b>235,018.81</b>	<b>7,833.96</b>

<sup>1</sup> The amount actually paid to Dec. 31, 1915, was \$229,674.03; the difference, \$5,344.78, being the discount taken on payments made before due.



The premiums represented in the above table were collected from 1,230 contributors, employing 11,024 workers, with a total pay roll of \$31,693,712. The mining and smelting industries paid 81.45 per cent of the total premiums and all other industries (not including farm labor, stock and poultry raising, household and domestic service) paid 18.55 per cent. The average number of employees in the mining and smelting industries, on the basis of 360 days per year, was 7,261, making the average yearly premium \$25.94 and the average premium rate per \$100 of pay roll, \$2.064.

During the 30 months ending December 31, 1915, 3,225 accidents were reported, and 1,516 claims were filed. Eighty-one accidents were fatal. Of the 1,435 nonfatal accident claims filed, 137 were rejected and 126 were in process of adjustment at the end of the year. Only 38 of the fatal accident claims were disposed of for final settlement.

#### NEW JERSEY.<sup>1</sup>

The workmen's compensation law of New Jersey, approved April 4, 1911, is compulsory only in so far as it affects State or municipal employees, but may by election be made to cover all private employments, casual employees excepted. The waiting period is two weeks. In case of death the dependents receive from 35 to 60 per cent of the wages of the deceased, the amount varying with the number of dependents; those totally disabled are allowed 50 per cent of their wages for a period not exceeding 400 weeks; and for partial disabilities there is provided a fixed scale for specific injuries, with others proportionate. Medical expenses are paid by the employer during the waiting period in an amount not exceeding \$50, and in case of death \$100 is allowed for burial expenses. For the purpose of observing the operation of this act an employers' liability commission was constituted and this commission, under date of December 31, 1915, filed its report for the year ending October 31, 1915,<sup>1</sup> including therein comparative statements for the years 1913 and 1914.

During the year covered by the report there were 7,080 nonfatal and 263 fatal accidents reported. Of the former, 2 were total disabilities, 627 were permanent partial disabilities, and 6,451 were temporary disabilities. Medical aid was supplied to 6,604 injured employees, involving a total expenditure of \$100,471.08, or an average per case of \$15.21. Compensation amounting to \$396,483.16 was paid to 6,202 employees, or an average of \$63.93 per case. It is stated that 199 cases (3.1 per cent) legally entitled to compensation

<sup>1</sup> New Jersey. Employers' Liability Commission. Report for the year 1915. Trenton, 1916. 58 pp.

did not receive it, while 239 cases (3.5 per cent) entitled to medical aid failed to receive such benefit. The table following gives the comparative record of nonfatal accidents for the three years 1913, 1914, and 1915:

COMPARATIVE RECORD OF NONFATAL ACCIDENTS FOR THE YEARS 1913, 1914, AND 1915, SHOWING THE TOTAL AND AVERAGE COMPENSATION AND MEDICAL BENEFIT PAID IN 1915.

Year.	Accidents.				Compensation paid.			Medical aid paid.		
	Total disability.	Perma- nent partial disability.	Tempo- rary disability.	Total.	Num- ber.	Amount.	Aver- age.	Num- ber.	Amount.	Aver- age.
1913.....	1	515	5,234	5,750	4,103	( <sup>1</sup> )	( <sup>1</sup> )	4,659	( <sup>1</sup> )	( <sup>1</sup> )
1914.....	3	679	5,855	6,537	5,178	( <sup>1</sup> )	( <sup>1</sup> )	5,888	( <sup>1</sup> )	( <sup>1</sup> )
1915.....	2	627	6,451	7,080	6,202	\$396,483.16	\$63.93	6,604	\$100,471.08	\$15.21

<sup>1</sup> Not given in the report.

Of the 263 fatal accidents reported in 1915, dependents were paid in 149 cases, involving an expenditure of \$297,051.58, or an average of \$1,993.63. The burial expenses paid were reported in 219 cases, the amount being \$23,481.56, or an average of \$107.22 per case. Lump sum payments averaging \$1,040.28 each were made to three aliens. There were 91 cases not involving dependents and 21 cases entitled to compensation but not receiving it. The table following shows the comparative record for the years 1913, 1914 and 1915:

COMPARATIVE RECORD OF FATAL ACCIDENTS FOR THE YEARS 1913, 1914, AND 1915, SHOWING COMPENSATION AND BURIAL EXPENSES PAID, AND LUMP SUM PAYMENTS.

Year.	Num- ber of acci- dents.	Compensation paid.				Burial expenses paid.			Lump sum payments.	
		Num- ber.	Per cent.	Amount.	Average.	Num- ber.	Amount.	Aver- age. <sup>1</sup>	Num- ber.	Aver- age.
1913.....	233	95	40.8	<sup>2</sup> \$132,905.96	\$1,947.14	59	<sup>3</sup> \$8,229.43	\$145.68	3	\$363.00
1914.....	249	112	45.0	<sup>4</sup> 191,033.51	1,910.33	128	16,368.98	127.88	3	458.33
1915.....	263	151	57.4	<sup>5</sup> 297,051.58	1,993.63	219	23,481.56	107.22	3	1,040.28

<sup>1</sup> In each case the average is more than \$100. Since the law allows only \$100 for burial expenses it is not clear why more than this amount was paid in many cases—41 in 1915.

<sup>2</sup> This amount was paid in 68 cases, upon which basis the average is computed. In 2 additional cases, not included, an average of \$2,760 each was paid, the definite amount not being given in the report. No reference is made to the disposition of the other 25 cases.

<sup>3</sup> This amount was paid in 58 cases, upon which basis the average is computed.

<sup>4</sup> This amount was paid in 100 cases, upon which basis the average is computed. In 2 additional cases, not included, an average of \$622.55 each was paid, the definite amount not being given in the report. The other 10 were entitled to compensation but did not receive it, for reasons not given.

<sup>5</sup> This amount was paid in 149 cases, upon which basis the average is computed. In the 2 additional cases, not included, an average of \$818.75 each was paid, the definite amount not being given in the report.

More than half of the report is devoted to presenting the text of legislation which the commission believes should be enacted, based upon the following recommendations:

1. The passage of a compulsory workmen's compensation law, including compensation insurance, for the protection of employers from financial disaster and assurances to those persons entitled to compensation of the payments provided by law.

2. The creation of a workmen's compensation State insurance fund.

3. Provision for the organization of a bureau of workmen's compensation in the department of labor in order to secure more efficient administration of the compensation act. (Enacted 1916.)

4. The passage of an act requiring certain protective clauses in all policies of liability insurance issued by the State.

5. The passage of a number of amendments to the present compensation act, including:

(a) Increase of all schedules from the present basis of 50 per cent of wages to 66 $\frac{2}{3}$  per cent.

(b) Increase of minimum payments to \$6 instead of \$5, and of maximum to \$12 instead of \$10.

(c) Increase of death payments to 400 weeks instead of 300, and in case of widows, to life or until remarriage; and to children until they reach the age of 18 years; and in the case of children who are physically or mentally incapacitated, for life or until the removal of the disability.

(d) Increase of total permanent disability payments to life instead of 400 weeks.

(e) Provision for appeal to court for additional medical services in exceptional cases.

(f) Compensation for loss of hearing.

(g) Six dollar minimum for all permanent injuries.

(h) Elimination of the discrimination against the dependents of aliens in fatal cases.

6. Bringing within the operation of the law certain well-defined and easily recognized occupational diseases, including anthrax, lead poisoning or its sequela, mercury poisoning or its sequela, phosphorus poisoning or its sequela, arsenic poisoning or its sequela, poison by nitro and amido derivatives of benzine, poison by carbon bisulphide or its sequela, poisoning by nitrous fumes or its sequela, chrome ulceration or its sequela, eczematous ulceration of the skin produced by dust or liquids, or ulceration of the mucous membrane of the nose or mouth produced by dust, compressed-air illness or its sequela, telegraphist's cramps, aniline poisoning, wood-alcohol poisoning.

#### OHIO.

The Statement of the Condition of the Ohio State Insurance Fund, as of May 15, 1916, includes a table showing gross earned premiums amounting to \$7,901,267.65; awards made, including paid and deferred, amounting to \$6,678,328.50; <sup>1</sup> pending claims, including unreported, amounting to \$749,398.67; total losses amounting to \$7,427,727.17; surplus of \$473,540.48, and gross loss ratio of 94 per cent. The net earned premiums versus loss cost, showing net loss ratio, is set forth in the following table:

<sup>1</sup> Including awards made to the middle of June, 1916.



STATEMENT OF NET EARNED PREMIUM VERSUS NET LOSS COST AS OF MAY 15, 1916  
(EMPLOYERS' FUND ONLY).

Schedule.	Gross earned premium.	Catastrophe reserve.	Net earned premium.	Total losses.	Surplus.	Loss ratio (per cent).
Bakers.....	\$69,475.02	\$3,818.28	\$65,656.74	\$70,483.19	<sup>1</sup> \$4,826.45	107.3
Chemical—paint and drug	31,997.85	1,759.45	30,238.40	29,062.14	1,176.26	96.1
Coach—carriage and wagon.....	162,127.87	8,712.01	153,415.86	155,062.05	<sup>1</sup> 1,646.19	101.0
Coal mines.....	661,505.74	34,872.95	626,632.79	759,263.99	<sup>1</sup> 132,631.20	121.2
Contractors.....	1,446,289.12	75,453.34	1,370,835.78	1,126,216.77	244,619.01	82.2
Electric.....	142,831.41	7,585.84	135,245.57	102,282.34	32,963.23	75.6
Leather—shoes.....	76,911.47	4,055.15	72,856.32	60,111.11	12,745.21	82.5
Lumber.....	241,154.44	13,585.23	227,569.21	267,549.02	<sup>1</sup> 39,979.81	117.6
Meat.....	60,851.63	3,140.65	57,710.98	47,833.16	9,877.82	82.9
Metal.....	2,364,578.39	133,843.73	2,230,734.66	2,293,782.33	<sup>1</sup> 63,047.67	102.8
Milling.....	46,029.87	2,635.11	43,394.76	50,370.69	<sup>1</sup> 6,975.93	116.1
Mining—not coal.....	26,059.14	1,377.76	24,681.38	25,178.24	<sup>1</sup> 496.86	102.0
Miscellaneous.....	562,928.56	30,047.69	532,880.87	578,750.60	<sup>1</sup> 45,869.73	108.6
Oils.....	88,867.23	5,037.68	83,829.55	77,784.89	6,044.66	92.8
Ore and blast furnaces.....	169,545.14	10,716.80	158,828.34	170,698.77	<sup>1</sup> 11,780.43	107.4
Paper.....	151,554.24	9,023.87	142,530.37	153,344.49	<sup>1</sup> 10,814.12	107.6
Pottery—glass.....	286,718.50	16,099.90	270,618.60	317,717.70	<sup>1</sup> 47,099.10	117.4
Printing.....	85,292.61	4,611.88	80,680.73	74,288.22	6,392.51	92.1
Rubber.....	163,144.76	9,228.60	153,916.16	146,870.80	7,045.36	95.4
Stevedore.....	28,461.58	1,475.27	26,986.31	28,026.38	<sup>1</sup> 1,040.07	103.9
Stone.....	189,200.73	9,704.64	179,496.09	185,259.28	<sup>1</sup> 5,763.19	103.2
Textile.....	84,472.43	4,584.32	79,888.11	59,904.48	19,983.63	75.0
Tobacco.....	15,451.76	808.72	14,643.04	4,645.56	9,997.48	31.7
Vessel.....	14,012.90	709.74	13,303.16	18,926.39	<sup>1</sup> 5,623.23	142.3
Warehouse.....	476,264.71	25,212.86	451,051.85	410,957.25	40,094.60	91.1
Wood.....	195,703.12	10,700.85	185,002.27	172,529.70	12,472.57	93.2
Abstract.....	59,837.43	3,423.74	56,413.69	40,917.63	15,496.06	72.5
Total.....	7,931,267.65	432,226.06	7,499,041.59	7,427,727.17	41,314.42	99.4

<sup>1</sup> Deficit.

The total catastrophe reserve is that accruing from premiums on State risks, to which must be added interest received on premium deposits, amounting to \$250,722.15, and self-insurance 5 per cent catastrophe reserve, amounting to \$192,624.56; making a total catastrophe reserve of \$875,572.77. In the statement issued November 15, 1915, this amount was \$670,586.01. The net surplus is the source from which liability insurance companies would declare dividends to stockholders.

It is stated that "taken as a composite whole the Ohio State Insurance Fund is in an ideal condition of solvency," and that the deficit in several schedules in the above table will be removed when all actual earned pay rolls to May 15, 1916, have been reported in place of the estimates.

The following is the statement of the condition of the employers' fund as a whole as of May 15, 1916:

*Income.*

Premiums.....	\$8,788,916.38
Interest.....	250,722.15
	<hr/> \$9,039,638.53

*Disbursements.*

Warrants paid.....	\$4, 931, 692. 71	
Refund vouchers to employers.....	93, 912. 85	
		\$5, 025, 605. 56
Excess of income over disbursements.....		\$4, 014, 032. 97

*Assets.*

Invested in bonds bearing minimum interest of 5 per cent.....	\$1, 896, 712. 86	
Inactive account bearing interest of from 4 per cent to 4½ per cent.....	1, 587, 129. 58	
Active account bearing interest at 3 per cent.....	9, 861. 42	
Premium in course of collection (including additional premium on account of pay-roll audits as reported by auditing department).....	520, 329. 11	
		\$4, 014, 032. 97

*Liabilities.*

Reserve for losses (to bring all claims to full maturity). ..	\$2, 496, 034. 46	
Reserve for unearned premium.....	601, 111. 32	
Surplus fund (catastrophe reserve). 1. Statutory reserve.....	624, 850. 62	
(b) Nonstatutory surplus. 2. Interest.....	250, 722. 15	
Net surplus.....	41, 314. 42	
		\$4, 014, 032. 97

Had the plan ceased operating on May 15, 1916, there would have been returned to employers \$916,887.19, distributed as follows:

Surplus fund from State risks (statutory catastrophe reserve).....	\$432, 226. 06
Surplus fund from self-insuring risks (statutory catastrophe reserve).....	192, 624. 56
Surplus from interest on premium deposits (nonstatutory reserve).....	250, 722. 15
Surplus from excess of earned premium over all losses.....	41, 314. 42
Grand total surplus fund.....	916, 887. 19

The commission increased 196 rates and reduced 275 rates as of July 1, 1916.

The report argues the economic value of the Ohio State Insurance Fund to employers by presenting two tables, one showing for specific industries the current workmen's compensation insurance rates under the Ohio plan as compared with liability insurance companies' rates in Pennsylvania, Indiana, Michigan, Illinois, Wisconsin, and Kentucky; and the other showing the Ohio State fund rates compared with Ohio stock companies' rates. For 82 representative industries the Ohio State fund rate totals \$114.43.<sup>1</sup> Taking this as

<sup>1</sup> The total of the rates is \$106.94. To this has been added 7 per cent for average rate.

100 per cent, the percentages for the States mentioned are as follows: Pennsylvania, 137; Indiana, 157; Michigan, 160; Illinois, 201; Wisconsin, 215; Kentucky, 225. Ohio stock companies show a percentage of 232. It is noted that the Ohio plan provides a higher scale of benefits than any other plan represented in the table.

The report states that the Ohio plan has been operated at an expense ratio equivalent to 11 per cent of the earned premiums as compared with an expense ratio of the liability insurance companies of 45 per cent.

#### WORKMEN'S COMPENSATION INVESTIGATION COMMISSION, UTAH.

The governor of Utah has appointed the following persons as members of the commission authorized by the law of March 16, 1915, to investigate workmen's compensation laws and draft a tentative compensation measure to be presented to the next legislature of that State: Judge LeGrande Young, H. B. Windsor, and H. K. Russell, Salt Lake City; Charles H. Pearson, Ogden; Don B. Colton, Vernal; and Ira R. Browning, Castledale.

#### DRESSMAKING AS A TRADE FOR WOMEN IN MASSACHUSETTS.

Bulletin 193 of the Bureau of Labor Statistics is a study of the dressmaking trade in Massachusetts.<sup>1</sup> Two hundred women workers and 100 employees of various types were interviewed in Boston concerning processes of the trade, means of learning these processes, the various occupations, requisite qualifications, length of time necessary to acquire them, the wages paid for the various kinds of work, the seasons and their significance to the different types of workers. In addition, the bulletin includes statistics gained from a study of the trade made in Worcester, Cambridge, and Somerville for the State board of education, and the results of a survey in Lowell. Supplementing these facts, data concerning wages, actual earnings, and seasons were obtained from pay rolls of 14 custom shops employing 735 workers and from two dressmaking factories covering 522 workers.

The development of the dressmaking trade is traced through four general stages—the family dressmaker; the journeyman dressmaker; the custom dressmaker, including the private worker and the specialized and commercial branches of the trade, and the manufacturer. Chapter 3 discusses the industrial conditions in the trade, including business administration and the problems of capital, competition, and the labor force. Chapter 4 deals with irregularity of employment, emphasizing

<sup>1</sup> Dressmaking as a trade for women in Massachusetts. United States Bureau of Labor Statistics, Bulletin 193 [in press]. Washington, 1916. 175 pp.



the seasonal character of the work and the instability of the labor force. The prevalence of overtime, wages and earnings in Boston, and opportunities both inside and outside the shops for learning the trade are each considered in a separate chapter.

Dressmaking is said to rank among the best of women-employing industries in offering the workers a living wage, the reason given being that the fundamental and underlying principle of women's dress is variety, which makes the trade one of the least standardized in process and product. Notwithstanding it is one of the most seasonal of all trades, it seems to offer opportunities for self-development and financial advancement discovered in few other industries open to the woman of limited education. Especially is this true in the custom branch of the trade.

In the general survey of the dressmaking trade in Massachusetts two tendencies are noted: Production under the factory system—the stage of the manufacturer—has shown a phenomenal growth within the last few decades; and in the custom branches of the trade the small and medium-sized shops are disappearing before the competition of the domestic or day workers on the one side and the large shop on the other. For example, the relative importance in the cities mentioned of day and home workers as compared with the custom dressmakers is shown by the fact that of 1,627 employees only 18.7 per cent were reported as custom dressmakers.

As the trade passes through these successive stages, the place of production seems to show a continuous movement away from the home toward increasingly commercialized and industrialized quarters. The size of the working force and to a certain extent the quality of the product alter from stage to stage so that each has certain characteristic conditions as to division of labor and wages paid. The plain sewer receives from \$6 to \$9 a week, this wage remaining about the same whether she goes out by the day or works in a specialized shop. As the trade develops, more and more specialized workers are added, until each department has its head worker, whose wages range from \$10 to \$50 or \$60 a week, depending on the degree of responsibility, with a force of assistants whose wages range downward to \$6 or less, according to the character of their work.

The opportunities for young workers to learn the trade vary with the different types of shops. In general they were found to be best in the shop of moderate size, where the worker is still under the immediate supervision of the employer, where subdivision of labor has not been carried to a point which deprives the learner of an all-round training, but where the class of work done enables her to fit herself for the higher branches of the trade. The medium-sized shop, however, is being crushed out by competition. At best the opportunities for acquiring the trade in the shop are limited and unsatisfactory.

The report gives in detail the wages received by workers performing each process. Forty-nine per cent of the custom and 36 per cent of the factory workers, 16 years of age and over, studied on pay rolls, received \$9 or more; 66.9 per cent of the custom and 52.9 per cent of the factory workers received \$8 or more. This is a very good showing compared with other women-employing industries.

The study of the industrial conditions of the trade brought out three problems—the need for capital, competition, and the difficulty of securing skilled workers—which are set forth as vital factors in determining the development of the dressmaking trade. Recruiting the labor force is a most serious problem, since the disappearance of the apprenticeship system and of opportunity for learning the trade in the shop, together with the increasing demand for skill and artistic ability, are leaving both employers and employees in a practically untenable position. Many of the workers are recruited from the Boston Trade School for Girls; of the 317 interviewed in this connection, 39.1 per cent had secured their positions through this agency. Approximately 33 per cent were employed through friends, relatives, or personal acquaintance with forewomen or employers. The report gives considerable attention to the reasons why girls enter this trade, the nationality of workers, their age at beginning work, their previous employment, schooling received, the attitude of their parents toward dressmaking as a trade, the living conditions of the workers, and their attitude toward the unions.

An entire chapter is devoted to a discussion of the irregularity of employment, due primarily to seasonal fluctuation and instability of the labor force. Taking the trade as a whole, the working year varies with the city in which the shops are located, since it is the social life of the people which determines the seasons. Most of the shops scheduled work 10 and under 11 months. Seasonal fluctuation and irregularity of work reach their height in the large shops of the specialized workers. As to the season of the individual workers, it was found that only 21.8 per cent of the custom and 15.3 per cent of the factory workers were employed as much as 40 weeks, the characteristic trade year, in one shop. Two reasons are given for the instability of the labor force—lack of opportunity to learn the trade and the inability of the workers to measure up to the demand. "The trade no longer provides the opportunity for training its workers, yet it increasingly demands greater skill and ability."

The report notes considerable overtime in the dressmaking trade. The usual day is 9 hours. More than half of the 200 workers visited reported overtime during the year; one-third of those reporting received no pay for additional time and work. Overtime was reported for 59 shops, though in only 6 was it habitual or frequent. More than one-third (39 per cent) of the 59 shops did not pay for overtime.

Data on wages and earnings in Boston show that more than one-half in custom and two-thirds in factory dressmaking are industrial workers, with varying degrees of manual skill, earning from \$5 to \$10, and that the professional workers who combine skill with artistic and administrative ability, representing one-third of the custom and one-fifth of the factory workers, are found in the \$10 to \$15 wage group, though experts and heads range from \$18 to \$50 a week. Viewing the wage with regard to two important factors, age and experience, those earning less than \$5 were found to be young workers with short experience and those earning \$18 and over young women between 25 and 30 years of age with a working experience of more than 10 and less than 20 years. The large group earning \$7 to \$10 comprise an infinite variety of ages and experience. But the real earnings of the worker can not be accurately estimated from her nominal weekly wage, for this is decreased by two important factors—short absences and dull seasons. Short absences of less than a week reduce the income of the custom worker about 10 per cent and that of the factory employee 14 per cent. The loss from slack seasons is more difficult to estimate, but it is probably considerable.

The importance of coordinating technical training with trade experience is emphasized. To this end it appears necessary to increase the opportunity for acquiring skill and artistic ability through the trade schools, where the fundamentals may be learned so that the girl may be fitted to enter the trade with that knowledge which she would otherwise have gained through the apprenticeship system which disappeared about the beginning of this century. Suggestions along this line are offered for the benefit of the educator, the placement worker, the parent, the prospective worker, those interested in promoting industrial welfare, and the customer.

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#### REPORT OF WOMEN'S CLOTHING WAGE BOARD TO MASSACHUSETTS MINIMUM WAGE COMMISSION.

A report was made July 19, 1916, to the Massachusetts Minimum Wage Commission by the Women's Clothing Wage Board, appointed to investigate wages of women in women's clothing factories, recommending that adult women in such factories be paid not less than \$8.75 for a full week's work. The board also recommended a minimum wage of \$7 a week for inexperienced women and \$6 for girls under 18 years of age. Hearings were appointed, beginning August 3. The recommendations have not yet been approved by the Minimum Wage Commission. If finally adopted the rates are to be mandatory and are to go into effect February 1, 1917.



## THE MINIMUM WAGE BY LAW.

A report bearing the above title <sup>1</sup> was made by Alexander J. Porter, chairman of the minimum wage commission of the National Civic Federation, at the sixteenth annual meeting of that organization, in Washington, D. C., January 17, 1916. The first part of the report is a discussion of the important features of the minimum-wage problem, the views of proponents and opponents, propositions favoring legislation, trade-union opposition, attitude of employers, and the basis of wage determinations. The second part, which was prepared by Miss Marie L. Obenauer, relates to the present status of the minimum-wage controversy.

What is termed by the report the most conspicuous feature of the minimum-wage controversy, is the fact that "capital and labor do not mark the lines of its cleavage." This means that both among employers and among workers there are those who favor and those who oppose minimum-wage legislation. Thus, such legislation was enacted in California against the opposition of organized labor, while the Brooklyn Central Labor Union pronounced in its favor; and a recent report of the National Manufacturers' Association was adverse to such legislation, while the retail dry goods associations of California and of San Francisco indorsed it. The views of a number of representatives of capital and labor are given, opinions both favorable and unfavorable being expressed by each side. The commission expresses the belief that the fate of minimum-wage legislation in this country hangs upon the decision of the United States Supreme Court as to the constitutionality of the Oregon law, a decision which has been pending since December 17, 1914. The fact that this law embodies the features subject to judicial review in most of the other State minimum-wage laws renders this decision especially important.

The discussion of minimum-wage legislation by the public, as distinguished from employers or wage earners, is stated to revolve about the following propositions in its favor:

1. Wage boards recognize the impossibility of the individual worker dealing with the employer on equal terms.
2. The great mass of women workers, because of their youth and their brief tenure of industrial status, are unorganized and are likely to remain so.
3. As it is a distinct menace to the common weal that these women—prospective mothers of men—should work for subnormal wages, the State is forced to take action.

In regard to the opposition to minimum-wage legislation on the ground that it is contrary to the spirit of American institutions and leads to socialism, a statement of Prof. Henry R. Seager, of Columbia

<sup>1</sup> The Minimum Wage by Law: A survey of its status in countries where such legislation has been enacted. Issued by the Minimum Wage Commission, National Civic Federation. New York, 1916. 49 pp.

University, is quoted to the effect that, in his belief, such legislation differs only in degree from the legal regulation of safety and sanitary conditions and hours of employment; that the spirit of American institutions, as interpreted by the United States Supreme Court, is broad enough to embrace hour regulations for women and children, and even for men in hazardous employments, and that if the need and efficiency of minimum-wage regulations can be demonstrated they will be recognized as within the scope of that broad power of police through which individual liberty may be curbed for the common welfare. Another and a more important objection, namely, "That a State which decrees that its citizens shall not be employed for less than the living wages that may be prescribed is logically bound to see that such citizens be given employment at such wages or be maintained in some other way," he acknowledges as valid. He maintains, however, that great advantage would result from the serious attention States enacting laws of this kind would be obliged to give to such problems as unemployment and its remedies, industrial education and vocational guidance, and making provision for indigent widows and orphans and other dependents.

Organized wageworkers in America are particularly interested in the possible effect of the legal minimum wage on trade-unionism. They reason that if it "should carry with it disintegration of the vital forces of the labor union, though it might persist in name, and even grow in membership, the union would be deprived of its essentials of independence, self-direction, and elastic adaptation to the needs of a forceful mass mechanism." They see that "the substitution of a series of court determinations for union decisions would inevitably convert the labor organization in its essential substance from a self-governing entity into a mere association of petitioners for favor at the hands of a dominant power foreign to their body."

It is pointed out that the minimum wage in this country is an American problem, entirely distinct in economic, legal, and social aspects from that in other countries. When Victoria and New Zealand first passed laws regulating wages, trade-unionism was at a low ebb, unemployment general, and the working classes helpless, and the inception of the minimum wage was largely in the line of compulsory charity. The increase in membership of Australian labor organizations is interpreted by American unionists opposed to the minimum wage, "not as a growth of true unionism, but merely as a logical necessity for the association of wage earners in order to meet the requirements of statutes which contemplate petition, representation, and inclusion in awards when wageworkers perforce deal with wage courts. \* \* \* The labor movement in Australia has become, through State action, a thing of court permission, direction,

and limitation. \* \* \* This prospect does not add to the comfort of trade-unionists in this country, accustomed to having quite often their own way."

From a general expression of their sentiments American trade-unionists apparently consider that the legal minimum wage is interwoven with compulsory arbitration, and this has been denounced in trade-union conventions, both in this country and in Great Britain. It was stated in a report made two years ago at the Seattle convention of the American Federation of Labor that the labor movement of America had, "through the force of organized effort, succeeded in establishing minimum wages and maximum hours of labor far superior to those prescribed by the wage boards of other countries," and the executive council was instructed "to watch developments where such legislation is in force and to record carefully the activities, the decisions, and the trend of minimum-wage boards."

Representatives of capital who are opposed to the minimum wage base their judgment on the ground not only of its unconstitutionality, but also of its impracticability. Apparently, however, employers in the United States do not consider the minimum wage a problem of the first order, and the statement is made that in general their attitude toward the subject is undefined, or rather a set of mingled sentiments, none very strong; they are not inclined to question a method having possibilities for good for the weaker elements of society, though they doubt whether laws can be devised to cover all such elements. At the same time they insist that all principles relating to hiring labor ought to be of general application. A representative of the largest employers' association in America expresses the opinion that the minimum wage must tend to become the maximum.

Regarding the basis of determinations, the conclusion is reached that before there is any agreement of what is a fair day's pay there must also be an agreement as to what is a fair day's work for the average worker in a given industry, and this is declared to be true, notwithstanding the general legal requirements that cost of living shall be the basis of the determination.

With reference to the desirability of minimum-wage legislation, the opinion is expressed, in summing up the first part of the report, that experience is insufficient at present to warrant any conclusion, and it is recommended that observation and investigation be continued another year.

In the second part of the report a review is made of minimum-wage experience in this country and in foreign countries, in order to ascertain the status of the minimum-wage controversy. The only record available in this country was that for Oregon, covering 2,000 women affected by wage determinations, and these determinations had been



in effect not over six months and in some cases less. In regard to this experience, the following statement is made:

The results of the first half year's experimentation with minimum-wage determinations in this country, according to the records submitted by employers, show that no jeopardizing burden has as yet been thrown upon business. They further give evidence of some substantial gains in wage rates and earnings. The results also show a decrease in the number of women employed, somewhat in excess of the decrease in the amount of business done, and also in excess of the decrease in number of men employed. To what extent these results are temporary, are affected by local or general business conditions, and to what extent they indicate ultimate effects on minimum-wage legislation, further experience alone will tell.

Information as to the operation of minimum-wage laws in foreign countries is limited to Australasia, no record of experience being available from Great Britain and France, which are the other foreign countries legally recognizing the principle of minimum-wage determinations. Even in Australasia the figures are incomplete, and relevant data are confined principally to Victoria. The reason given for not taking New Zealand into consideration is that the theory of the minimum wage there is to adjust the scale of wages, not to the minimum needs of decent and healthful living, but to a fair relation to the profits of industry, and that "it is just one instrument of power for the compulsory settlement of industrial controversies."

The principle of the minimum wage in Victoria has grown since 1905, when it was given statutory permanence, until determinations now cover one-third of the workers in all pursuits. In seeking to apply the experience of that country to the problem in the United States, however, the differences in conditions must be carefully considered. In the first place, the minimum-wage law in Victoria includes men under its provisions. In this country the exclusion of men places the burden of the expense of maintaining a living wage upon the industries in which woman and child labor is a substantial item in cost of production, and restricts the area to which the problem applies. In Victoria the principle applies to both skilled and unskilled occupations, and the extent to which high-paid occupations bear the burden of the minimum for the unskilled is difficult to ascertain. The fundamental conditions under which the principle of the minimum wage has developed in Victoria differ widely from those in this country. One difference, namely, the slow growth of population in Victoria as compared with the increase in this country, is attributed to its remoteness from European markets and the severe droughts, and not to the effect of labor legislation, as has been claimed by some. The most significant difference is the homogeneous character of the population, as compared with ours. In Victoria 97 per cent are native born or born in the United Kingdom. On this point the report says:

This important difference \* \* \* is by no means a warrant for concluding that minimum-wage legislation can not succeed here, but it should act as an effective check upon the wholesale assumption that because one type of such legislation has endured and grown in a homogeneous population, a modified type will take a like course among a heterogeneous people.

This difference in population has a direct and serious bearing upon the fact that our laws require the determinations to be made on the basis of healthful living. In some States no other consideration is even named. Such a basis is much less difficult to find in a land of homogeneous population than it is in a country whose peoples are so diversified and whose standards of living vary as widely as they do in this country. The task before the minimum-wage authorities in the United States is to trace out a common base line of "reasonable health and comfort" where no common standards prevail, and the voluminous discussions, including those on Australasia, do not furnish much concrete data.

On the great problem of interstate competition, which has figured prominently in most recent controversies over restrictive legislation affecting women and children in industry, Australasian experience furnishes very limited instruction.

The final conclusion reached is that the efficacy of the minimum-wage principle in the United States must be measured chiefly by the results of the experiments we are ourselves making. To make intelligent progress, more information, of an up-to-date, accurate, complete, and unbiased character, showing the effects of wage determinations both upon woman and child labor and upon the industries affected, is absolutely necessary.

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#### MINIMUM-WAGE LEGISLATION IN AUSTRALASIA.

According to Prof. M. B. Hammond, who, because of his recent studies in Australasia, speaks with special authority, this study,<sup>1</sup> which appears as Appendix VIII to the Fourth Report of the New York Factory Investigating Commission, "furnishes the most complete account of the Australasian efforts to regulate wages and working conditions by means of compulsory arbitration courts and wages boards that has yet appeared in the English language." Prof. Hammond thinks that the title of the monograph is inadequate, for "a reader interested in compulsory arbitration as a means of lessening strikes would hardly expect to find here a treatment of such legislation and its results, although the author has discussed fully all the subjects covered by the arbitration courts, not merely their work in establishing a minimum wage."

Dr. Paul Stanley Collier, the author, does not write from first-hand knowledge but bases his study upon literature, official and otherwise,

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<sup>1</sup> Minimum-wage legislation in Australasia, by Paul Stanley Collier. Published as Appendix VIII of the Fourth Report of the New York Factory Investigating Commission, pp. 1845-2268. Albany, 1915.

personal interviews with those familiar with the subject, and by correspondence with public officials in Australia and others having intimate knowledge of the laws and their administration.

The larger portion of the monograph is devoted to the organization, activities, and accomplishments of the minimum-wage boards in Victoria, which were established primarily to do away with the worse forms of sweating and underpayment in certain industries; to the work of the conciliation councils and arbitration court which were provided in New Zealand originally for the purpose of achieving industrial peace; and to the legislation enacted in New South Wales to regulate the terms of industrial contract and the right to strike, which is characterized as a type midway between that of Victoria and New Zealand. Comparatively little space is given to the Federal law and the decisions of the Commonwealth arbitration court which have furnished standards for other tribunals.

The author notes three general methods for the establishment of a legal minimum wage:

First, by the enactment of a statutory rate positively forbidding the payment of a lower wage than that specified; second, by an order of a compulsory arbitration court fixing minimum wage rates and employment conditions for various classes of workers; and lastly, by a determination of a wage-board arrived at by a compulsory conference of employers and employees. Aside from these general plans, there is the well-known method of conciliation.

It appears that the minimum wage in Australasia has been fixed either by wages boards or by a compulsory arbitration system with the deciding power lodged in a court consisting of a judge and perhaps a representative of the employers and of the employees. Several points of resemblance between the two systems of regulation are noted:

(1) A minimum wage for adult workers and a special rate for those less competent is provided for by each method. (2) Each plan has passed through an evolution more or less similar. The minimum rate itself, the permit scheme, provisions for learners, the enforcement of awards and determinations, the penalty for discrimination against those taking part in the proceedings of a court or boards, the repression of strikes, and the need for conciliation, all these are problems which have arisen in the course of time under both methods and have been met in much the same way. (3) Under every system except that of the Commonwealth the main tribunals for the fixing of wages are deliberative bodies, where both employers and employees are represented.

Likewise, several points of difference between the two methods are noted:

(1) Wages boards as such have no jurisdiction over strikes and lockouts as do the courts of arbitration. (2) The scope of the arbitration courts is wider and their quasi legislative and judicial powers are greater than those of the wages boards. (3) Under the wages boards plan there is less interference with individual rights, contracts, and organizations than under compulsory arbitration. (4) The wages-boards scheme in its purity implies the voluntary submission of the parties with compulsion only after



every form of investigation and appeal is exhausted; arbitration relies essentially upon compulsion. (5) The wages boards make no distinction between unionists and non-unionists, but have dealt with men as individuals. Compulsory arbitration depends essentially upon organization, and as unionism has been a most important factor in its administration preference is frequently given to unionists.

Admitting all the differences that exist, it is believed that these two plans of wage regulation are approaching each other in many essential respects.

The author traces the origin and general nature of the wages-boards system in Victoria, affecting approximately 150,000 workers, and cites the effect of certain awards made by specific boards, notably in the bread making, furniture making, boot and shoe, and men's clothing industries. As a result of the operations of the boards, wages have been raised but, it is stated, not to the extent that has often been claimed. The average increase seems to have been greater in the board than in the nonboard trades, but this may be due to the fact that the former are larger and more important. "Not the least important is the indirect effect of board determinations in maintaining the wage scale in nonboard trades higher than it might otherwise be." In the following summary the author admits certain difficulties in the administration of the Victoria plan, but also notes its possible advantages:

In the administrative history of the Victorian plan are illustrated all the defects usually found in such a scheme. The problem of industrial education is still unsolved. The system of apprenticeship has in many ways been a failure, so much so that Mr. Justice Higgins has characterized it as "a farce." Despite the strong influence of the Commonwealth court and the attitude of the court of industrial appeals, the wages boards do not adhere to any fixed principles in making their determinations. The permit system has been quite successful, but even this has not prevented the unfit in some lines from failing of employment. The old-age pension scheme is one phase of a policy which must ultimately involve the care of society's misfits. The enforcement of the law, now upon an efficient basis, has demonstrated that collusion between employer and employee is most difficult to prevent where it is seriously attempted. \* \* \* The cost of administration has been quite moderate for the amount of work done, being £9,922 (\$48,285.41) for the year 1911-12. Taking everything into consideration, it may be said that the administrative difficulties in Victoria have largely been overcome by the tact and purpose of sympathetic officials.

In New Zealand the conciliation councils, which superseded the original conciliation boards, appear to do practically the same work as the wages boards in Victoria, and dispose of a large majority of disputes without recourse to the arbitration court. The subjects falling under the jurisdiction of this court include wages and remuneration of workers, the hours of employment, sex, age, and qualification of workers, and the mode, terms, and conditions of employment. As already suggested, the arbitration law was passed with the object of securing the abolition of strikes, and to this end it has furnished

a means for peaceful collective bargaining through the former conciliation boards and the present conciliation councils. The author concludes:

Strikes have not been abolished, but have been restricted. \* \* \* It is true that preference to unionists, the apprentice question, and the permit system have been subjects of controversy. But what reform measure of any consequence has ever survived without criticism? If the court has not raised wages to meet all the demands of labor, neither has it thwarted the expansion of industry. It has been the cause of generally raising wages to a small extent, and has established crudely the cost of existence as the minimum standard of remuneration. It has shortened hours and given payment for overtime. It has steadied business and helped to bring prosperity to employer and employee alike. On the other hand, it has not prevented in certain districts almost the whole value of a rise in wage being absorbed by an increase in the rents of dwellings. Slight wage increases have sometimes been made the pretext for inordinate exactions in the price of food. But the cost of living has not outstripped the reward of toil and the well being of the masses is further advanced now than it was 20 years ago. Sweating has been definitely abolished. Competition has been put upon a fairer plane. Female workers have been put upon a level vastly superior to that of the prearbitration days and thus have been largely disarmed as the industrial competitors of men. The act was not intended to solve problems of rent, land values, the tariff, and taxation. It was intended to secure industrial peace, and in this it has been but partially successful.

The author points out that in New South Wales wage legislation combines the fundamental essentials of an arbitration court and wages boards, but that it has, if anything, a wider scope of control than the systems of Victoria and New Zealand upon which it was patterned. Legislation at first provided for voluntary settlement of disputes, but the result seems to have been meager and in 1901 a compulsory arbitration law was enacted which differed fundamentally from the New Zealand system in that it eliminated conciliation entirely, leaving compulsory arbitration as the one and only method for dealing with all disputes. This law, however, apparently failed to accomplish the ends for which it was designed. Accordingly, in 1908, the arbitration court was combined with the system of industrial boards, through whose efforts, it is stated, wages have been raised, women have profited from the conditions established sometimes to the detriment of men, the cost of living has increased but not because of the rise in wages, unemployment has apparently decreased, and there has been a growth in trade-unionism. Pointing out certain deficiencies in the system, the author suggests that stringent prohibitions have oftentimes failed to prevent strikes, prices have sometimes been forced up upon the mere pretext of a wages board, collusion between employer and employee to evade the law has not been unknown, and awards have overlapped.

In no other State has the principle of the living wage been so ably enunciated, or the wage itself been so clearly defined and accurately fixed. But in the practical application of the principle, the minimum wage has often been fixed higher than

the living wage. While there are strong arguments against this practice it has guaranteed to the workingman a share in the fruits of prosperity. It has given him a foothold in his struggle for better things. For this reason if for no other, compulsory arbitration is entitled to consideration as one method of solving the problem of the underpayment of the working classes. Admitting the disadvantages of wage regulation as exemplified in this State, it deserves a hearing as a solution of one of the most serious of our industrial ills.

The Commonwealth conciliation and arbitration law, originally enacted in 1904, "constitutes the only industrial tribunal in Australia which has the power to put competing employers of all States upon the basis of equality." The jurisdiction of the court includes all matters relating to work, pay, hours, rights or duties of employers or employees, and the conditions of employment or unemployment. Its verdict is final. Strikes and lockouts are prohibited by a fine of £1,000 (\$4,866.50), but peace by conciliation rather than by arbitration is the primary purpose of the court. In determining the minimum wage this court has apparently considered the market value of services rendered as the most important test to be applied, although allowance seems to have been made for such factors as the responsibility of the work and the increased cost of living. Mr. Justice Higgins seems to have established the principles upon which to fix the minimum rate for unskilled labor when he declared that it should be an amount necessary to meet the "normal needs of the average employee regarded as a human being living in a civilized community." This wage in a recent case before the court was fixed at 50 shillings (\$12.17).

The following excerpts from the concluding chapter present a brief summary of the effect of wage legislation and its administration in Australasia:

Notwithstanding these difficulties [certain limitations imposed upon the various courts], the jurisdiction of the several acts has not been limited so as to seriously impair their effectiveness. Freedom of reference coupled with the desire to conciliate is the first essential of effective wage legislation.

The practice of giving conditional preference to unionists has been quite successful.

The extension of an award or determination so as to include all of the establishments in any given industry within a State or locality, otherwise known as the common rule, is a procedure common to several States in one form or another. It has been employed most frequently in New Zealand and in New South Wales, and in some cases has been of unquestionable value.

The problem of the less competent worker, which was not recognized at the outset, has been met by the issue of licenses, entitling the person to whom one is granted to work for a lower rate than the minimum for a certain period of time. \* \* \* It should be remembered that in the main times have been prosperous and that the old-age pension scheme has helped to take care of the real incompetents. Yet it must be admitted that the permit system has quite effectively performed the function for which it was created.

For simplicity of procedure and early decisions, the wages boards and conciliation conferences are superior to the arbitration courts. \* \* \* As regards cost, wages



boards are more inexpensive to the parties concerned than arbitration courts. \* \* \* It may be that the administrative expenses should be reduced, but considering the nature of the work accomplished, it can hardly be claimed that the cost of these tribunals is excessive.

Rates [of wages] with some exceptions, have usually been advanced by the orders of the wage tribunals. Wages in trades so governed have generally increased during the past decade or more, as have wages in unregulated trades and throughout the world. Women as well as men have benefited thereby.

In Australia generally it would seem that the effect of wage awards and determinations has been to unduly inflate the pay of unskilled as compared to skilled workers. \* \* \* But this is not saying that the minimum wage is necessarily the maximum. Although statistics as to wage distribution are largely lacking, the weight of opinion is contrary to this supposition.

Taking conditions in Australasia as a whole, for the period preceding 1912, there is no evidence to prove that the increase in the cost of living outstripped the rise in wages.

Upon the whole wage legislation has not meant the displacement of men by women workers.

In the experience of Australasia there is no justification for the contention that higher wages necessarily mean higher prices for the finished product.

In conclusion the author declares that the regulation of wages by law is no longer regarded as an experiment, but holds an accepted place in the labor legislation of these countries. In New Zealand the arbitration law seems to have been advocated by the middle-class Liberals and supported by the trade-unionists, with a similar situation in Victoria and South Australia, while the labor interests appeared more directly responsible for the legislation of Western Australia, New South Wales, Queensland and the Commonwealth.

Initiated for different reasons and at different periods, the wage and arbitration laws of Australasia have had a various yet similar history. As regards administration the problems involved in the definition of the minimum wage in the matter of apprenticeship, in the extension of awards and determinations, in the granting of permits to the less competent workers, and in the actual enforcement of the law—these problems have been much the same and the outcome in each State has been similar. From the economic and social standpoint, positive gains are to be recorded. Home work has been reduced to a minimum and sweating has been definitely abolished. The cost of living has increased with the rise in wages, but this has not necessarily been due to a resulting increase in the cost of production. There is no evidence that the efficiency of production has been diminished, and industry has generally prospered.

As opposed to these facts the negative aspects of the situation are not to be minimized. Occasionally the wages boards have been dominated by capital, and it is doubtful if discrimination against employees can be prevented in such cases. Interstate competition has sometimes forced a board to fix an unduly low rate of wages, but the Commonwealth court has proved itself effective in meeting this difficulty. Following the enactment of wage decisions, some workers have been discharged, but where displacement has occurred the inefficient worker has been the first to go. Strikes and lockouts are still prevalent, but have been restricted. Some of the workers seem to be losing their so-called fighting spirit, but labor is better organized to-day than ever before. The opinions of certain classes have also undergone a change. In New Zealand it was the employers who first opposed the act. After a series of

unfavorable awards it is the employees who are now inclined to regard the acts with distrust. Seven judges have presided over the court since its creation, and some of them have been severely criticized because of the awards they have made. But notwithstanding, the principle of regulating wages, at least in Australia, is generally sanctioned both by employers and employees. On March 31, 1914, 445 awards and agreements were in force in New Zealand. One month later there were effective in Australia 575 awards and determinations and 415 industrial agreements. The fact that each law has been amended and redrafted so many times is an eloquent testimonial to the fact that the people of Australia have no desire to return to the old system of unrestricted competition in the purchase of labor. Among the trade-unionists the feeling seems to be growing that more can be gained by compulsory arbitration than by wages boards.

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#### APPLICATION OF THE MINIMUM-WAGE LAW FOR FEMALE HOME WORKERS IN THE CLOTHING INDUSTRY IN FRANCE.

In its January to May issues of the current year, the bulletin of the French Ministry of Labor gives a list of the Departments in which minimum-wage boards (*comités de salaires*) and boards of trade experts (*comités professionnels d'expertise*) have been established and shows the minimum time and piecework wage rates determined by these boards in pursuance of the law of July 10, 1915, a translation of which may be found in volume 1, No. 6, page 36 ff of the REVIEW.

The Departments in which wage boards and boards of trade experts have been established are the following: Seine-Inférieure, Morbihan, Haute-Savoie, Hautes-Alpes, Basses-Pyrénées, Nièvre, Haute-Loire, Lot, Indre-et-Loire, Territoire de Belfort, Landes, Savoie, Cantal, Corrèze, Côte d'Or, Finistère, Jura, Sarthe, Pyrénées-Orientales, Loire, Hérault, and Alpes-Maritimes. The minimum time wages determined vary between 18 and 35 centimes (3.47 and 6.76 cents) per hour and the piece wages were compiled by the boards by fixing the time required for the execution of the individual articles and multiplying this time by the minimum rate per hour.

In one instance, that of the Department Hérault, the minimum wage of 27½ centimes (5.31 cents) per hour determined by the wage board was protested by the Government and an appeal for a review made to the central wage commission, sitting in the Ministry of Labor, which reduced the minimum wage to 22½ centimes (4.34 cents).

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#### LABOR LEGISLATION OF NEW YORK IN 1916.

The outstanding piece of legislation coming under this head is the very considerable extension of the compensation law, noted under the title, "Workmen's compensation legislation of 1916" (p. 52). Other acts relating to the same subject are discussed under that head-

ing also; while, with the exception of a few items of minor importance, legislation on other subjects is noted below.

Amendments to the Factory Law permit plate glass instead of wired glass in factory windows in certain situations (ch. 62); and except factories with automatic sprinkler systems from statutory requirements as to fire-alarm signal systems and fire drills (ch. 466).

Chapter 465 amends the section of the Labor Law relative to the issuance of employment certificates for children in factories and in mercantile establishments. The sections applying to the respective employments are made identical and the requirements more stringent, one provision being a prohibition of issuance of employment certificates to children under 15 years of age who are not graduates of a public elementary school or its equivalent. Another amendment (ch. 278) extends the provisions of section 485 of the Penal Law, which relates to the employment of children under 16 years of age at certain restricted occupations, to the production of motion-picture films. Such employment is placed in practically the same class as concerts and theatrical exhibitions, except that applications for motion-picture work by children under 16 years of age must describe in detail the part to be played by the child.

Railroad employment is affected (ch. 424) by extending the requirements of existing law to the effect that locomotive engineers must be able to read and speak English, and to see and understand signals, bringing other train employees and flagmen, except crossing flagmen, within the act.

Affecting classes of persons less frequently included in the groups for whom labor legislation is usually enacted are chapter 587, which regulates theatrical contracts and fees, and chapter 586, which creates in the department of agriculture a bureau of farm settlement for the distribution of immigrant agricultural laborers.

Chapter 151 amends the Penal Law with reference to the observance of the various hours-of-labor laws of the State, the provision for forfeiture of the contract for a violation of the eight-hour statute for labor on public works being stricken out of the penal law; while by chapter 152 this eight-hour law is amended by fixing as penalties for its violation fine and imprisonment for the first offense, a second offense operating to forfeit the contract, in addition to an increased fine.

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#### COMPULSORY ARBITRATION IN NORWAY.

The principle of compulsory arbitration in the settlement of a limited class of industrial disputes has been recognized in Norway recently, but only as a temporary measure. The law of June 9, 1916, permits the royal authorities of that country to compel reference to



arbitration of such disputes as involve matters of grave public concern. Such authority, however, continues only so long as the war in Europe lasts.

The compulsory investigation of labor disputes, incorporation or registration of associations of employees or employers, and the legal recognition of the collective agreement had already been secured by the Arbitration Act of August 6, 1915.<sup>1</sup> This act had originally been a compulsory arbitration law, but opposition on the part of both employers and employees had defeated it. A general strike early in 1916, following a protracted strike of four months in the mining and the iron and steel industries, and finally involving in the neighborhood of 70,000 workmen, forced upon the royal authorities the seriousness of the situation and resulted in the law of June, 1916.

Pending reference to arbitration under the new law, conditions of work, hours, and wages must continue unchanged, except, of course, so far as the parties themselves may agree. The determination of the court takes the form of a collective agreement, which becomes a definite legal contract of employment. It becomes, therefore, illegal to strike for determining the application or intent of a collective agreement. No agreement is to continue in force longer than three years, unless both parties stipulate otherwise.

As under the former law of August, 1915, fines ranging from 5 crowns (\$1.34) up to as high as 25,000 crowns (\$6,700) are assessable against an employer or workman who takes part in or assists in unlawful labor disputes.

The court established under the new law consists of a chairman and four associates, for the latter of whom alternates are also appointed. These associates represent equally the national associations of employers and employees, while the chairman is appointed by the Crown. If the parties in interest fail to appoint their representative, the Crown may act.

The usual court processes are observed by the arbitration body, witnesses are summoned and documents called for in the usual manner. If requested by either party, the proceedings may be behind closed doors.

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<sup>1</sup> See MONTHLY REVIEW, vol. 1, November, 1915, pp. 81-85.

## STRIKES AND LOCKOUTS IN VARIOUS EUROPEAN COUNTRIES.

## FRANCE.

## STRIKES IN 1914 AND 1915.

In its March-April-May issue of 1916, the bulletin of the French Ministry of Labor gives the following statistics as to strikes in 1914 and 1915:

## NUMBER OF STRIKES AND STRIKERS AND RESULTS OF STRIKES, 1914 AND 1915 BY INDUSTRY GROUPS.

Industry group.	Number of—				Number of strikers participating in strikes which were—					
	Strikes.		Strikers.		Successful.		Partly successful.		Without success.	
	1914	1915	1914	1915	1914	1915	1914	1915	1914	1915
Agriculture.....	29	4	3,297	329	847	200	2,018	39	432	90
Mining, forestry, and fishing.....	21	2	73,872	289	320	.....	18,564	176	54,988	113
Quarries.....	13	.....	1,253	.....	103	.....	415	.....	735	.....
Food products.....	23	7	3,251	223	440	61	1,595	94	1,216	68
Chemical industries.....	25	13	4,443	1,010	702	440	1,801	.....	1,940	570
Printing, engraving, etc.....	11	3	624	426	94	.....	514	340	16	86
Leather and hides.....	30	10	9,826	891	346	422	9,184	261	296	208
Textile industries.....	117	25	15,679	4,403	3,802	490	7,622	3,532	4,255	381
Clothing and cleaning.....	20	4	1,351	249	34	.....	985	129	332	120
Woodworking (cabinetmaking).....	22	1	1,209	90	289	90	245	.....	675	.....
Carpentry.....	20	.....	3,686	.....	88	.....	1,690	.....	1,908	.....
Metal working.....	10	.....	1,168	.....	45	.....	767	.....	356	.....
Iron and steel works.....	63	1	14,841	18	364	18	2,009	.....	12,468	.....
Earths and stones.....	20	1	1,677	23	705	.....	416	23	556	.....
Building.....	169	6	17,455	1,238	3,161	.....	5,684	40	8,610	132
Transportation.....	79	21	6,934	172	1,765	291	3,330	40	1,839	907
Total.....	672	98	160,566	9,361	13,105	2,012	56,839	4,674	90,622	2,675

In 1914 a total of 672 strikes, involving 160,566 strikers and 3,654 establishments, and causing an aggregate loss of 2,187,272 working days, was reported, and in 1915 a total of 98 strikes, involving 9,361 strikers and 304 establishments, and causing an aggregate loss of 55,278 working days. For the year 1913, the corresponding figures were 1,073, 220,448, 8,479, and 2,223,781, respectively. (This is the only comparison with preceding years made in the bulletin.) The average number of days lost per striker was 13.6 in 1914 and 5.9 in 1915.

A majority of the strikes of 1914 and 1915 were caused by wage demands. Demands for higher wages caused 408 strikes, with 63,638 strikers, in 1914, and 67 strikes, with 7,281 strikers, in 1915. Demands for shorter hours of labor were the next frequent cause.

That the results of the strikes were much more favorable for the strikers in 1915 than in 1914 may be clearly seen from the following table.

## RESULTS OF STRIKES, 1914 AND 1915.

Result.	1914				1915			
	Strikes.		Strikers.		Strikes.		Strikers.	
	Num- ber.	Per cent.	Number.	Per cent.	Num- ber.	Per cent.	Number.	Per cent.
Terminated successfully.....	129	19.2	13,105	8.2	23	23.6	2,012	21.7
Compromised.....	217	32.3	56,839	35.4	31	31.6	4,674	49.8
Failed.....	326	48.5	90,622	56.4	44	44.8	2,675	28.5
Total.....	672	100.0	160,566	100.0	98	100.0	9,361	100.0

## STRIKES FROM THE BEGINNING OF THE WAR TO THE END OF 1915.

In a separate table the bulletin shows that during the first 17 months of the war (Aug. 1, 1914, to Dec. 31, 1915) a total of 116 strikes, involving 10,421 strikers, took place. Of this total, 18 strikes, with 1,060 strikers, broke out in the last 5 months of 1914 and 98 strikes, with 9,361 strikers, during 1915. Of the 116 war strikes, 100 lasted less than one week, 10 from 8 to 15 days, 3 from 16 to 30 days, and 2 from 31 to 100 days.

During the year 1914, 21 lockouts were reported, affecting 294 establishments and 1,706 employees. From the viewpoint of the employers 9 of these lockouts were successful, 11 were compromised, and 1 failed.

GERMANY.<sup>1</sup>

## STRIKES AND LOCKOUTS, 1915.

Strike statistics for the year 1915 show a greater deviation from the figures for labor disputes during normal years than do those for the year 1914. The seven months of peace of 1914 accounted for the high total of labor disputes for that year. The figures for 1915, however, fall below those of any previous year reported. Only 141 labor disputes (137 strikes and 4 lockouts), affecting 185 establishments, of which 38 had to close down, and 12,866 striking workers were enumerated for 1915. The small extent of labor disputes of 1915, as compared with preceding years, may be perceived from the following table:

## NUMBER OF STRIKING AND LOCKED-OUT WORKERS, 1899 TO 1915.

Period.	Strikers.		Locked-out workers.		Total number of striking and locked-out workers.
	Number.	Per cent.	Number.	Per cent.	
Average, 1899-1903.....	83,384	86.4	13,075	13.6	96,459
Average, 1904-1908.....	210,933	75.4	68,884	24.6	279,817
Average, 1909-1913.....	226,187	69.0	101,406	31.0	327,593
1914.....	58,682	61.7	36,458	38.3	95,140
1915.....	11,639	90.5	1,227	9.5	12,866

<sup>1</sup> Reichs-Arbeitsblatt, 1916, No. 5. Berlin, 1916. Pp. 416 ff.



The statistics for the year 1915 are especially distinguished from those for recent preceding years by the relatively small proportion which lockouts form of all labor disputes. The number of workers locked out in 1915 formed only 9.5 per cent of the total number of workmen participating in strikes or lockouts.

As regards the results of labor disputes, as compared with preceding years, it is noteworthy that the figures show an increased tendency toward success for the workmen, as may be seen from the following table:

RESULTS FROM THE VIEWPOINT OF THE WORKMEN OF THE LABOR DISPUTES OF 1915.

Period.	Per cent of strikes.			Per cent of lockouts.			Per cent of strikes and lockouts.		
	Suc- cessful.	Par- tially suc- cessful.	Failed.	Suc- cessful.	Par- tially suc- cessful.	Failed.	Suc- cessful.	Par- tially suc- cessful.	Failed.
Average, 1899-1903.....	15.0	47.5	37.5	18.9	22.7	58.4	15.5	44.2	40.3
Average, 1904-1908.....	9.6	46.6	43.8	6.8	62.4	30.8	8.9	50.5	40.6
Average, 1909-1913.....	8.8	39.6	51.6	2.2	75.5	22.3	6.8	50.7	42.5
1914.....	14.9	46.6	38.5	.9	19.9	79.2	9.5	36.4	54.1
1915.....	13.2	47.2	39.6	.....	94.7	5.3	12.0	51.7	36.3

The number of labor disputes in 1915 is too small to form a reliable basis for other comparisons than those made above.

STRIKES AND LOCKOUTS FROM THE BEGINNING OF THE WAR UP TO THE END OF 1915.

In addition to statistics of labor disputes for the year 1915, the Imperial Statistical Office has also compiled such statistics for the first 17 months of the war. The principal facts shown by these statistics, grouped according to industries, appear on the next page.

STATISTICS OF LABOR DISPUTES DURING THE FIRST 17 MONTHS OF THE WAR,  
AUG. 1, 1914, TO DEC. 31, 1915, BY INDUSTRY GROUPS.

Industry group.	Number of labor disputes.	Duration (days).	Number of establishments affected.	Number employed in the establishments affected.	Number striking or locked out.	Days lost by the striking or locked-out workers.	Number thrown out of employment, not including those striking or locked out.	Number of establishments affected which manufactured war materials.
<i>Strikes.</i>								
Mining.....	24	80	25	19,474	5,713	15,784	844	1
Stones and earths.....	3	19	3	327	260	794	9	.....
Metal working.....	10	48	10	1,481	243	914	8	4
Machinery.....	26	102	27	15,962	3,074	11,886	692	16
Chemical industries.....	1	1	1	153	11	11	.....	1
Forest by-products.....	3	14	3	131	37	111	.....	.....
Textile industry.....	5	45	5	1,099	489	978	85	1
Paper.....	2	12	2	305	198	1,188	40	.....
Leather.....	4	15	5	675	61	375	.....	3
Woodworking.....	4	18	5	345	216	906	50	1
Food products.....	16	86	16	5,727	965	4,058	1,017	3
Clothing.....	2	2	2	114	35	35	.....	.....
Building.....	35	268	42	5,682	1,601	7,544	182	1
Printing, engraving, etc.....	1	87	1	220	7	609	.....	.....
Commerce.....	13	28	36	771	547	1,526	7	.....
Transportation.....	10	36	15	357	207	833	6	.....
Hotels, restaurants, saloons.....	3	18	6	115	43	360	.....	.....
Theaters.....	1	1	1	18	16	16	.....	.....
Total.....	163	880	205	52,956	13,723	47,928	2,940	31
<i>Lockouts.</i>								
Machinery.....	3	21	3	1,284	1,165	1,813	.....	.....
Clothing.....	1	30	4	62	62	1,860	.....	.....
Total.....	4	51	7	1,346	1,227	3,673	.....	.....
All disputes during the first 17 months of the war.....	167	931	212	54,302	14,950	51,601	2,940	31
Disputes during 1915.....	141	863	185	48,356	12,866	45,511	2,372	25

## CAUSES AND RESULTS OF LABOR DISPUTES DURING THE FIRST 17 MONTHS OF THE WAR, AUG. 1, 1914, TO DEC. 31, 1915, BY INDUSTRY GROUPS.

Industry group.	Number of labor disputes.	Cause of disputes.			Result of the disputes from the viewpoint of the workmen.		
		Wages.	Hours of labor.	Miscellaneous.	Successful.	Partly successful.	Failed.
Strikes.							
Mining.....	24	23	8	1	4	10	10
Stones and earths.....	3	1	1	2	2	.....	1
Metal working.....	10	7	4	1	5	.....	5
Machinery.....	26	20	1	11	4	2	20
Chemical industries.....	1	1	.....	1	.....	.....	1
Forest by-products.....	3	3	.....	1	.....	1	2
Textile industry.....	5	5	.....	.....	1	1	3
Paper.....	2	1	.....	2	1	.....	1
Leather.....	4	3	.....	5	.....	1	3
Woodworking.....	4	3	.....	1	.....	3	1
Food products.....	16	11	4	7	4	5	7
Clothing.....	2	2	1	.....	1	1	.....
Building.....	35	35	2	12	5	9	21
Printing, engraving, etc.....	1	.....	.....	1	.....	.....	1
Commerce.....	13	12	.....	3	3	2	8
Transportation.....	10	8	2	2	1	5	4
Hotels, restaurants, saloons, etc.....	3	2	.....	2	.....	.....	3
Theaters, etc.....	1	1	.....	.....	.....	1	.....
Total.....	163	138	23	52	31	41	91
Lockouts. <sup>1</sup>							
Machinery.....	3	.....	.....	.....	.....	1	2
Clothing.....	1	.....	.....	.....	.....	1	.....
Total.....	4	.....	.....	.....	.....	2	2
All disputes during the first 17 months of the war.....	167	.....	.....	.....	31	43	93
Disputes during 1915.....	141	.....	.....	.....	24	39	78

<sup>1</sup> Causes of lockouts: Introduction of graded wages and continuance of overtime work; reduction of wages in force at time of lockouts; refusal to grant demands of workers; change of collective agreement—not separately reported.

In the above two tables the fact of the small extent of labor disputes from August 1, 1914, to December 31, 1915, is again confirmed. The total for the first 17 months of the war, 167 disputes, with 14,950 participating workmen, falls far below the lowest figures for the individual years since official strike statistics were first published. The extent of the labor disputes during the war appears to be still smaller if, in addition to the low number of disputes, establishments affected, and participating workmen, the relatively short duration of the disputes is considered. The total of 167 disputes during the 17 war months, with 14,950 participating workmen, had a total duration of 931 days. If the duration of the dispute is computed per striking or locked-out worker, it is found that each worker lost 3.45 days of work, while the average number of days of work lost during the 5-year period preceding the war was 34.16 per striking or locked-out worker. The total number of days lost by all workers



participating in the disputes was 51,601, while the lowest number of days lost in any year since the publication of official strike statistics was 1,950,847, in 1902. The extent of the labor disputes computed in this manner is therefore only 2.65 per cent of the lowest extent in the 15 years preceding the war.

None of the disputes occurring during the war were large or sympathetic strikes or lockouts of the kind that may always be observed during years of peace. They were generally isolated and rather accidental differences, developing into labor disputes of small extent. For this reason, relatively few of the disputes were supported by third parties, i. e., only 22.8 per cent of all disputes and 23.9 per cent of all participating workers. In the last five years of peace, on the other hand, 74.9 per cent of all disputes with 87.3 per cent of all participating workmen were supported by trade organizations or other third parties.

The demands of the workmen which caused the labor disputes during the 17 war months were not much different from the demands made in peace times, as most of them (138 in 163 strikes) related to wages.

In the labor disputes of the first 17 war months 2,927 workers, or 19.6 per cent, participated in disputes which terminated with full success, 6,747, or 45.1 per cent, in disputes which terminated with partial success, while 5,276, or 35.3 per cent, participated in disputes which terminated as failures from the workmen's point of view. According to the average figures for the five years preceding the war, 6.8 per cent of the workers were fully successful in their labor disputes, 50.7 per cent partly successful, and 42.6 per cent failed of success. Therefore the workers were more successful in labor disputes during the war than in the preceding years of peace.

#### STRIKES AND LOCKOUTS, FIRST QUARTER, 1916 (PRELIMINARY STATISTICS).

During the first quarter of 1916 a total of 22 labor disputes, all of them strikes, were reported to the Imperial Statistical Office. These strikes involved 23 establishments and 2,969 striking workers. Their total duration was 167 days, or on an average 7.59 days per strike. Each striker lost 4.2 days, the total number of days lost by all strikers being 12,552. If these preliminary figures are added to the figures for the first 17 war months shown above, a total of 189 labor disputes, with 17,919 participating workers, is obtained for the first 20 war months.

## GREAT BRITAIN.

LABOR DISPUTES, 1915.<sup>1</sup>

The number of labor disputes reported for the year 1915 was 674, involving 445,936 workers, with an aggregate duration of 2,969,700 days. The number of disputes is lower than in any of the four preceding years, while the number of employees affected and duration are each below those of the five preceding years. Each item is also below the yearly average for a nine-year period.

The following summary table gives the data relative to labor disputes for the years 1914 and 1915:

NUMBER OF DISPUTES, NUMBER OF PERSONS INVOLVED, AND AGGREGATE DURATION IN WORKING DAYS OF ALL DISPUTES IN PROGRESS, 1914 AND 1915, BY INDUSTRY GROUPS.

Industry group.	1914			1915		
	Number of—		Aggregate duration in working days.	Number of—		Aggregate duration in working days.
	Dis-putes.	Em-ployees in-volved.		Dis-putes.	Em-ployees in-volved.	
Building.....	177	37,670	3,199,426	61	15,388	129,600
Coal mining.....	158	271,242	3,718,387	77	296,064	1,643,700
Other mining and quarrying.....	19	1,438	62,696	5	785	10,200
Engineering.....	90	18,795	878,247	97	24,930	222,500
Shipbuilding.....	87	17,632	127,213	46	6,856	49,000
Other metal.....	58	14,456	298,550	44	12,478	67,900
Textile.....	97	22,248	765,088	67	33,472	382,200
Clothing.....	48	4,397	61,529	37	5,150	24,300
Transportation.....	58	13,546	93,128	78	25,111	158,900
Other industries, and employees of public authorities.....	207	47,105	707,073	162	25,702	281,400
Total.....	999	448,529	10,111,337	674	445,936	2,969,700

<sup>1</sup> The total includes the duration (200,000 working days) of the general strike in Dublin, but which is not distributed in the trade groups.

Except in a few cases, no data are available as to the causes or results of disputes. On January 1, 1916, there were 13 of these disputes still unsettled, among which is that of the 1,200 weavers who went out on August 25 for payment of standard list prices.

LABOR DISPUTES IN THE FIRST SIX MONTHS OF 1915 AND 1916.<sup>2</sup>

On the opposite page are given comparative statistics of labor disputes for the first six months of 1915 and of 1916.

<sup>1</sup> Board of Trade Labor Gazette, January, 1916, p. 6.

<sup>2</sup> Board of Trade Labor Gazette, July, 1916, p. 255.

NUMBER OF DISPUTES, NUMBER OF PERSONS INVOLVED, AND AGGREGATE DURATION IN WORKING DAYS OF ALL DISPUTES IN PROGRESS, FIRST SIX MONTHS, 1915 AND 1916, BY INDUSTRY GROUPS.<sup>1</sup>

Industry groups.	January to June, 1915.			January to June, 1916.		
	Number of—		Aggregate duration in working days.	Number of—		Aggregate duration in working days.
	Dis-putes.	Employ-ees in-volved.		Dis-putes.	Employ-ees in-volved.	
Building.....	26	9,634	83,000	52	5,886	145,800
Coal mining.....	29	31,625	106,400	31	21,265	106,400
Other mining and quarrying.....	1	33	1,100	5	541	12,700
Engineering.....	58	18,675	184,600	36	15,705	121,300
Shipbuilding.....	27	3,210	26,200	6	896	5,500
Other metal.....	26	9,940	46,400	15	2,541	7,000
Textile.....	36	25,798	216,900	34	45,124	976,300
Clothing.....	24	3,316	14,800	17	5,962	27,700
Transportation.....	51	16,954	101,200	31	19,946	87,200
Other industries.....	82	16,451	170,400	73	16,112	338,700
Total.....	360	135,636	951,000	300	133,978	1,828,600

<sup>1</sup> The figures have been amended in accordance with the most recent information.

#### NETHERLANDS.<sup>1</sup>

The Central Statistical Bureau reports 250 strikes in the Netherlands during 1914, involving 13,953 strikers and 844 establishments. Of the total number of strikes reported, 165 involved an increase in wages, 31 related to a decrease in wages, 60 related to other wage questions, 51 related to demands as to hours of labor, 21 involved a demand for unionism, 31 related to reinstatement of discharged employees, 18 were in relation to shop rules, 36 involved questions of the contract of hire, and 60 related to miscellaneous demands. Strikes due to two or more causes are included under each cause. The strikers succeeded in 59 instances, were partially successful in 89, failed in 84, and concerning 18 disputes the result was unknown or doubtful. More than one-half, or 149 strikes, lasted less than one week.

#### EMPLOYMENT OF DISCHARGED SOLDIERS AND SAILORS ON THE LAND IN GREAT BRITAIN.

The problem of the employment of discharged soldiers after the war continues to be given attention by the British Government. The second report of the Departmental Committee on the Settlement and Employment of Sailors and Soldiers on the Land <sup>2</sup> has recently appeared. The first report, which was briefly summarized in the

<sup>1</sup> Centraal Bureau voor de Statistiek. *Werkstakingen en nitsluitingen in Nederland gedurende, 1914.* The Hague, 1915. (Bijdragen to de Statistiek van Nederland, new series, No. 224.)

<sup>2</sup> Great Britain. Departmental Committee on the Settlement and Employment of Sailors and Soldiers on the Land. Part II of the final report of the Departmental Committee appointed by the president of the Board of Agriculture and Fisheries to consider the settlement and employment on the land in England and Wales of discharged sailors and soldiers. London, 1916. 39 pp.



April, 1916, issue of the MONTHLY REVIEW, pages 11 to 13, dealt with the settlement and colonization of discharged sailors and soldiers on the land, and the second part takes up the question of their employment as distinguished from their settlement upon the land. The matter of the settlement of discharged sailors and soldiers was dealt with first because immediate action was considered necessary in order to acquire and equip land for that purpose. But as a comparatively small proportion of the men in question who desire occupation on the land can be settled immediately as small holders and as the great majority will have to earn their living by means of wage work, the problem of their employment is in reality the larger one. "For both alike we have to keep on the land those who were on it before, and to draw to the land those who were not on it before." The policy of settlement, for the carrying out of which the committee recommended an appropriation of £2,000,000 (\$9,733,000) to be placed at the disposal of the board of agriculture, should be regarded, the report declares, "as a permanent system for providing an agricultural 'ladder' by which the industrious and enterprising laborer can obtain a small holding as the result of his industry and intelligence."

Three purposes underlie the investigations of the committee: (1) How to meet the probable shortage of agricultural labor at the end of the war; (2) how to defeat a serious amount of unemployment which may occur on demobilization; (3) how to extend and develop agricultural industry in the highest interests of the nation.

Addressing itself to the first problem, the committee estimated that about 320,000 men had left agricultural employment since the beginning of the war, an estimate which it was considered would be exceeded before the end of the war. Some of this number will undoubtedly return to agricultural pursuits. But the wastage of war and the desire to settle in town or to emigrate to the oversea dominions will considerably lessen the number who will return to agriculture. A shortage of at least 25 per cent is therefore estimated by the committee; that is, about 80,000 men.

To meet this shortage in agricultural labor, four courses are suggested: (1) To continue the employment of women and children, as during the war; (2) to employ more labor-saving machinery; (3) to attract to agriculture men who were not so employed at the outbreak of the war; (4) To reduce agricultural employment by putting more land down to grass.

The first two courses are dismissed as inadequate to meet the shortage, and, furthermore, "the use of child labor on the farm, whatever its justification during the war, ought not in the national interest to be continued permanently." Inasmuch as the putting down of more

land for grass would curtail agricultural production, the final recourse in making up the shortage of agricultural labor after the war is to attract nonagricultural workers to the land. To do this, the committee considered it necessary to insure such workers a satisfactory wage, adequate housing accommodations, more of the amenities of community life, and reasonable prospects of improving their position in life. Absence of these conditions, the committee remarks, accounts for the decline in population in rural districts in recent years.

The committee was unable to come to any agreement as to how to secure a satisfactory wage for those discharged soldiers and sailors who might enter agriculture after the war. Although the question of a minimum wage was discussed, no definite recommendation was arrived at by the committee as a whole. Of the 9 members, 4 favored the establishment of a minimum wage, while 5 considered such legislation as uncalled for at the present time, "when the wages in the industry stand at a higher level than they have ever reached before."

In order to provide housing accommodation, the committee urged the enforcement of the act of August, 1914, which authorized the board of agriculture to advance large loans to local authorities and public welfare societies in agricultural districts for the purpose of erecting cottages and to enforce which no attempt had yet been made. If more houses were provided by the local authorities under this act, the so-called system of "tied" cottages would be less onerous. (This is a system by which farmers purchase or rent with their farms a number of cottages in which their employees are housed.)

The charging of an economic rent, the committee declares, would also tend to remove difficulties in the way of providing new cottages in the country district. The committee points out that the practice of letting good cottages at a nominal rent tends to keep the standard of wages low and to discourage building.

To meet the unemployment which may occur at demobilization, the committee recommended provision of relief work in the shape, for instance, of reclamation of waste lands and afforestation by the State and local authorities.

On the question of the extension and development of agricultural industry after war, the committee makes some striking recommendations. In order to bring more land under cultivation, it suggests the following measures as most worthy of consideration: (1) A guaranty by the State of a minimum price for home-grown wheat for a period sufficient to give confidence to the farmers; (2) an offer by the State of a bonus for each acre of permanent grassland brought under the plow and kept in a proper state of cultivation; (3) the imposition of import duties on agricultural produce sufficient to give the protection that is necessary to the farmer.

Lastly, the committee suggests the possibility of the establishment of new agricultural industries as, for instance, the sugar-beet industry, the increased growing of potatoes for the manufacture of industrial alcohol and starch on a large scale, and the cultivation and manufacture of home-grown tobacco.

In conclusion, the committee emphasizes the fact, in their opinion—that no large amount of new capital or labor can be attracted to the soil unless the farmer has some security in the future for more stable prices for his chief products than have prevailed during the past 40 years. If agriculture were developed and put on a new and firm basis, it would employ many thousands of additional men. The resulting competition for labor would tend to maintain agricultural wages at least at their present enhanced level, and probably to raise them still further. If, however, during the period of development in the agricultural industry, there existed any serious unemployment in the country generally, owing to depression in town industries, agricultural wages might have to be maintained by legislation designed to insure that the agricultural laborer receives his due and proper share in the added prosperity of British agriculture.

There is a separate minority report which emphasizes principally the necessity of immediate action in putting in the form of law whatever recommendations may be acceptable so as to be prepared for the rush of unemployed when the war ends. The minority also recommends most strongly the establishment of a minimum wage.

The report closes with a memorandum on the reclamation of land.

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#### SICKNESS INSURANCE IN FRANCE.

France affords a typical example of a system of voluntary State subsidized sickness insurance as distinguished from a compulsory State system such as prevails in Germany and Great Britain. The French system is an adaptation of the mutual benefit features of trade-unions and fraternal organizations to the needs of a nationwide system of sickness insurance.

The mutual aid societies are the oldest and at the same time the most common institution in France for the collective assumption of the burden entailed by sickness, accident, or the infirmities of old age. They differ from the benefit societies in the United States in the fact that in France as in other European countries the Government has taken cognizance of their existence, has enacted special laws regulating their operation, has subsidized them, and has attempted to organize them in such a way as to provide a uniform system. Within the scope of these laws there is wide range for the operation of different ideas and objects, so that they retain their status as voluntary organizations, though granting of subsidies to societies conforming to certain standards naturally leads to the



acceptance of such standards and a consequent narrowing of the range of variety in organization.

At present these mutual aid societies are regulated in their operations by the act of April 1, 1898, supplemented, as is the European practice, by a series of laws, decrees, and orders issued by different authorities in the Ministry of Labor and Social Welfare, which controls the application of the act. The present law defines mutual aid societies as provident societies which have one or more of the following objects: (1) To assure to their members and their families assistance in case of sickness, injury, or infirmity; (2) to provide pensions for retirement; (3) to contract for their members individual or collective insurance against death or accident; (4) to provide for the payment of funeral expenses; and (5) to make provision for aiding widows, orphans, and other dependents of deceased members. Establishment of trade courses, free employment offices, and insurance against unemployment are functions which may be added, but expenses incurred for them must be met by special contributions.

The law recognizes three classes of societies: (1) Free societies; (2) approved societies; and (3) societies recognized as institutions of public utility. Federations of these societies may be formed in order to distribute, if desired, expenses involved in supplying medicines, providing retirement pensions, travel benefits, relief of protracted cases of illness, and the maintenance of free employment offices.

To all these societies the State, the departments, or the municipalities may grant subsidies for their support, acquiring, in return, a certain amount of control over their operations. The principal distinction between these three classes of societies lies in the amount of subsidies granted and the degree of control exercised by the authorities. The free societies, by reason of not subjecting themselves to complete control, are not privileged to receive as large subsidies as the other associations. Societies recognized as institutions of public utility differ only slightly from the approved societies, and since 1903 have not been distinguished from them in the official statistical reports.

In the class of approved societies there has developed in recent years a group of societies known as pupil societies (*sociétés scolaires*), comprised, as their name indicates, of school children.

Regulation under the law consists in inspection of the constitution and by-laws of the different societies, examination of their accounts, conditions of membership, amount and the application of contributions, manner of constituting retirement pensions, etc. Mortality and sickness tables are prepared for the mutual aid societies by the ministries of the Interior and Commerce, and the investment of their funds is also regulated by law.

All their books, registers, minutes of meeting, and other documents are open to the inspection of the department prefect, subprefect of arrondissements, or their representatives. These officers report to the Minister of the Interior, who submits annually to the President of the Republic a report on the operations of the mutual aid societies.

Furthermore, in order to facilitate the enforcement of the provisions of the law, a superior council of mutual aid societies is provided. This consists of 36 members, one-half representing the mutual aid societies, the other members representing the Senate, Chamber of Deputies, Council of State, the ministers of the Interior, Agriculture, Commerce, and Finance, the Academy of Moral and Political Sciences, the Superior Council of Labor, the Institute of French Actuaries, the Academy of Medicine, and the medical associations of France. All members are elected for four years, and serve without compensation. The principal duty of this council is to give advice concerning all regulations and other acts affecting the operation of mutual aid societies.

Two classes of members are provided for, participating and honorary. The former make the required contributions and receive the benefit payments from the societies, while the latter pay either a fixed contribution or make donations to the society without receiving any of its benefits. In case honorary members meet with reverses, they may be admitted as participating members.

The income for the payment of the various forms of benefits is derived from the dues of the members, gifts, legacies, and Government subsidies.

The membership of these societies is probably most largely recruited from the employed classes, although no recent statistics are available on that point. There is reason to believe, however, that in most instances the members are salaried persons, better paid skilled workers, and small farmers.

Compared with the population of France at the latest census years, the proportion of participating or active members, excluding the membership of the children's societies so as more accurately to segregate the employed classes, was as follows:

COMPARATIVE MEMBERSHIP OF MUTUAL AID SOCIETIES IN FRANCE AT THREE LATEST POPULATION CENSUSES, 1901, 1906, AND 1911.

Year.	Population at census year.	Participating members of mutual aid societies. <sup>1</sup>	
		Number.	Per cent of population.
1901.....	38,962,000	1,891,482	4.9
1906.....	39,252,000	3,290,875	8.4
1911.....	39,602,000	3,688,603	9.3

<sup>1</sup> Does not include participating membership of children's or pupils' societies, numbering in the years above 448,331, 696,465, and 814,651, respectively.

The percentages shown in this table undoubtedly exaggerate the proportion of wage earners who are protected by sickness insurance in France in comparison with the population, as a large proportion included in the figures are professional or semiprofessional employees and the better paid commercial employees, as already indicated above.

The popularity of the voluntarily organized mutual aid society for assuming the risks of sickness among school children is perhaps somewhat surprising. Of the total membership (4,565,071) in 1912, 817,895, or approximately 6 per cent, were in the pupils' societies.

The series of tables on the extent and development of voluntary sickness insurance in France have been compiled from different sources not quite comparable in many ways. The data for the year 1912 have been taken from a recent number of the official bulletin of the Ministry of Labor and Social Welfare.<sup>1</sup>

The data for the series of years 1906 to 1911 generally have been taken from the statistical year book of France.

NUMBER AND MEMBERSHIP OF MUTUAL AID SOCIETIES FOR ADULTS AND PUPILS, DECEMBER 31, 1912.

[Source: Bulletin du Ministère du Travail et de la Prévoyance Sociale, Paris, 1916, vol. 23, p. 121.]

Class of societies.	Number of societies reporting on Dec. 31, 1912.	Number of honorary members.		Number of participating members.		Number of honorary and participating members.	
		Total.	Average per society.	Total.	Average per society.	Total.	Average per society.
Approved or recognized public welfare societies for adults.....	16,431	472,125	28	3,388,352	206	3,860,477	235
Approved or recognized public welfare societies for pupils.....	2,168	44,868	21	817,895	377	862,763	398
Free societies.....	2,641	35,851	14	358,824	136	394,675	149
Total.....	21,240	552,844	.....	4,565,071	.....	5,117,915	.....

<sup>1</sup> Bulletin du Ministère du Travail et de la Prévoyance Sociale. Paris, 1916. March-April-May. Vol. 23, Nos. 3-4-5, pp. 121-125.



## RECEIPTS AND DISBURSEMENTS OF MUTUAL AID SOCIETIES FOR ADULTS AND PUPILS FOR THE YEAR 1912.

[Source: Bulletin du Ministère du Travail et de la Prévoyance Sociale, Paris, 1916, vol. 23, p. 122.]

Item.	Approved adult societies.	Approved pupils' societies.	Free societies.	All societies.
<b>Receipts.</b>				
Contributions of—				
Participating members.....	\$7,747,214	\$791,093	\$1,277,719	\$9,816,026
Honorary members.....	857,846	19,331	96,083	973,260
Fines and entrance fees.....	1,338,763	36,569	204,166	1,579,498
Subsidies.....	2,337,072	.....	9,110	2,346,182
Donations and legacies.....	432,605	7,028	246,876	686,510
Interest on investments.....	2,434,552	66,859	353,265	2,854,676
Total.....	15,148,052	920,880	2,187,219	18,256,152
<b>Disbursements.</b>				
Expenditures on account of sickness.....	4,970,182	218,870	724,948	5,914,000
Pensions, allowances, etc.....	1,307,847	.....	284,450	1,592,297
Funeral expenses.....	313,920	1,025	39,894	354,839
Aid to widows, orphans, aged persons, etc.....	757,294	.....	110,270	867,564
Costs of administration.....	538,658	49,903	84,156	672,717
Miscellaneous expenditures.....	1,857,691	58,630	234,416	2,150,737
Deposits for retirement funds.....	1,084,379	530,079	6,984	1,621,442
Total.....	10,829,971	858,507	1,485,118	13,173,596
<b>Assets.....</b>	109,388,935	3,729,617	11,013,019	124,132,371

## AVERAGE CONTRIBUTIONS, BENEFITS, AND ADMINISTRATIVE EXPENSES OF MUTUAL AID SOCIETIES, 1912.

[Source: Rapport sur les opérations des sociétés de secours mutuels pendant l'année 1912, Journal Officiel de la République Française, Jan. 23, 1916, pp. 85 ff.]

Item.	Approved societies granting—				Free societies granting—				Pupils' societies.
	Sick-ness bene-fits principally.	Sick-ness and retire-ment bene-fits principally.	Retire-ment bene-fits principally.	Other bene-fits principally.	Sick-ness bene-fits principally.	Sick-ness and retire-ment bene-fits principally.	Retire-ment bene-fits principally.	Other bene-fits principally.	
Contribution per participating member:									
Males.....	\$1.92	\$3.01	\$2.01	\$1.50	\$2.89	\$4.36	\$9.66	\$2.41	.....
Females.....	1.44	2.40	3.08	.73	1.84	2.22	6.33	3.17	.....
Children.....	.82	1.09	.78	3.28	.86	1.23	2.36	.69	\$0.97
Expenditure for sickness relief per participating member.....	1.81	2.29	.....	.16	2.81	2.73	.....	.....	.27
Expenditure per case of sickness.....	6.18	7.11	8.18	8.47	6.21	9.19	.....	8.49	2.21
Medical aid.....	1.48	1.80	1.31	.67	1.16	1.64	.....	.38	.04
Medicines, etc.....	1.50	2.05	.....	.32	1.30	2.15	.....	.13	.03
Pecuniary aid.....	3.19	3.26	6.86	7.48	3.75	5.40	.....	7.98	2.14
Funeral benefits per deceased participant member.....	11.00	12.94	24.68	28.49	11.85	17.26	22.63	29.88	4.66
Aid to widows and orphans per member aided.....	20.51	13.56	56.40	39.69	15.23	9.13	26.31	89.09	.....
Aid to aged or infirm persons per case aided.....	4.18	13.46	20.84	11.25	2.81	7.37	6.19	105.46	.....
Administrative expenses per participating member.....	.10	.20	.15	.12	.12	.51	.52	.16	.06
Administrative expenses:									
Per cent of receipts.....	3.53	4.60	3.38	4.45	3.06	6.65	2.84	4.58	5.23
Per cent of disbursements.....	4.40	5.10	5.06	5.24	4.43	8.52	8.14	5.62	3.80

## NUMBER OF MUTUAL AID SOCIETIES FOR ADULTS AND NUMBER OF PARTICIPATING MEMBERS, 1906 TO 1911.

[Source: Statistique Générale de la France, Annuaire Statistique, 1913, Paris, 1914, vol. 23, p. 120\*.]

Year.	Number of societies.			Participating members on Dec. 31.						Assets, Dec. 31.		
	Approved	Free.	Total.	Approved societies.		Free societies.		All societies.		Approved societies.	Free societies.	Total.
				No. reporting.	Membership.	No. reporting.	Membership.	No. reporting.	Membership.			
1906...	13,575	3,224	16,799	13,080	2,876,234	2,992	414,641	16,072	3,290,875	\$42,271,892	\$9,472,779	\$51,744,671
1907...	14,343	3,204	17,547	13,890	3,013,207	3,041	411,592	16,931	3,424,799	45,752,120	10,014,826	55,766,946
1908...	14,998	3,177	18,175	14,346	3,103,635	2,958	395,989	17,304	3,499,624	50,729,733	9,212,205	59,941,938
1909...	15,612	3,176	18,788	14,420	3,160,275	2,918	390,485	17,338	3,550,760	52,234,432	9,871,865	62,166,297
1910...	17,900	3,179	21,079	15,832	3,173,464	2,806	379,132	18,638	3,552,596	55,589,756	10,307,623	65,897,379
1911...	.....	.....	.....	16,130	3,317,771	2,690	370,832	18,820	3,688,603	55,879,979	10,905,001	66,784,980

## FINANCIAL CONDITION OF MUTUAL AID SOCIETIES FOR ADULTS, 1906 TO 1911.

[Source: Statistique Générale de la France, Annuaire Statistique, 1913, Paris, 1914, vol. 23, pp. 121\* and 123\*.]

Year.	Number of societies reporting on Dec. 31.	Membership on Dec. 31.		Receipts.			Disbursements.					Pension funds.
		Honorary members.	Participating members.	Contributions of—		Other receipts.	Physicians' fees and medicines.	Funeral, widows' and orphans' benefits.	Deposits for retirement funds.	Administration, aid to sick members and children and miscellaneous disbursements.		
				Honorary members.	Participating members.							
Approved societies.												
				Dolls.	Dolls.	Dolls.	Dolls.	Dolls.	Dolls.	Dolls.	Dolls.	
1906...	13,080	382,286	2,876,234	739,893	10,013,955	3,390,498	1,999,230	545,019	848,535	4,298,491	39,888,178	
1907...	13,890	397,596	3,013,207	776,532	6,538,389	4,032,241	2,109,515	611,516	971,221	5,089,208	41,531,284	
1908...	14,346	410,968	3,103,635	836,315	7,090,019	4,477,427	2,143,626	651,194	1,498,694	5,276,747	44,432,267	
1909...	14,420	415,875	3,160,275	814,386	6,920,350	4,264,082	2,309,000	827,429	1,357,963	5,576,306	44,281,148	
1910...	15,832	436,005	3,173,464	836,156	7,597,158	4,370,745	2,336,050	832,808	1,114,906	5,828,417	45,396,116	
1911...	16,130	454,974	3,317,771	846,069	7,786,691	.....	2,524,131	962,341	1,072,572	6,097,392	49,094,536	
Free societies.												
1906...	2,992	33,740	415,641	94,646	1,086,941	890,486	273,103	155,650	266,312	841,694	(1)	
1907...	3,041	34,866	411,592	96,120	1,289,695	837,157	285,980	182,846	284,882	849,049	(1)	
1908...	2,958	36,335	393,989	99,302	1,266,579	760,243	285,406	152,831	260,352	797,580	(1)	
1909...	2,918	34,769	390,485	110,719	1,278,093	796,036	271,551	152,012	273,972	821,367	(1)	
1910...	2,806	34,736	379,132	94,806	1,313,377	823,310	268,071	183,458	287,969	893,717	(1)	
1911...	2,690	35,492	370,832	92,943	1,292,553	840,612	271,326	223,009	307,739	781,490	(1)	

<sup>1</sup> The free societies have no special pension funds and are paying pensions out of their resources on hand.

SICKNESS AND MORTALITY STATISTICS OF MUTUAL AID SOCIETIES FOR ADULTS  
1901 TO 1911.

[Source: Statistique Générale de la France, Annuaire Statistique, 1913, Paris, 1914, vol. 23, pp. 122\* and 124.\*]

Year.	Number of members over 55 years of age.	Cases of sickness.	Cases of sickness per 100 members.	Compensated days of sickness.	Compensated days of sickness per compensated case of sickness.	Deaths per 100 members.	Number of pensions awarded from the general pension fund up to Dec. 31.
<i>Approved societies.</i>							
1901.....	241,796	396,743	32.20	5,440,762	21.4	1.52	46,077
1902.....	259,351	413,304	29.80	5,673,829	21.4	1.36	46,808
1903.....	290,824	426,430	29.20	5,878,991	22.2	1.38	48,315
1904.....	296,690	446,392	.....	7,187,441	25.8	.....	51,010
1905.....	317,020	497,759	.....	7,254,003	22.1	.....	53,128
1906.....	400,112	542,897	18.88	7,596,923	22.3	1.08	55,018
1907.....	481,695	551,803	20.21	8,419,575	23.9	1.30	56,732
1908.....	458,320	560,884	18.07	8,048,457	29.7	1.20	58,649
1909.....	504,957	615,272	19.46	8,599,282	21.9	1.30	60,014
1910.....	505,277	666,283	20.99	8,502,859	22.0	1.25	61,743
1911.....	.....	731,040	.....	9,132,803	24.6	.....	63,113
<i>Free societies.</i>							
1901.....	49,197	91,850	29.7	1,470,045	21.0	1.50	21,490
1902.....	51,205	94,711	27.8	1,453,968	19.4	1.34	<sup>1</sup> 9,677
1903.....	52,656	97,572	27.8	1,401,302	20.1	1.32	9,874
1904.....	52,483	99,550	.....	1,456,935	20.0	1.23	9,124
1905.....	53,460	97,447	.....	1,552,858	20.0	1.19	8,490
1906.....	52,827	98,835	23.8	1,598,240	20.3	1.30	8,875
1907.....	51,627	100,260	24.4	1,676,230	22.4	1.46	9,359
1908.....	51,448	96,864	24.5	1,549,404	20.4	1.38	8,811
1909.....	50,801	93,575	24.0	1,630,738	22.3	1.45	8,956
1910.....	50,018	100,139	26.4	1,478,640	21.0	1.43	8,926
1911.....	.....	96,796	.....	1,466,945	22.8	.....	9,286

<sup>1</sup> Decrease due to change in status of one society with 12,320 pensioners from a "free" society to an "approved" society.

## SOCIAL INSURANCE IN SWITZERLAND.

The subject of insurance in Switzerland is reported upon by the American consul at Zurich in a special dispatch under date of May 15, 1916.<sup>1</sup> Those paragraphs of the original manuscript relating to social insurance are as follows:

Dr. J. von Dymowski, in his doctor's thesis on old age and invalidity insurance in Switzerland, which was presented in 1914 at the University of Zurich,<sup>2</sup> has stated that up to February 4, 1912, the day on which the Federal law of June 13, 1911, providing for insurance against sickness and accident, was approved in referendum by the voters of Switzerland, there was no real social insurance in Switzerland. The provisions for social insurance that were in existence previous to that date were either such as were applicable only to certain classes of people or which were more or less locally restricted in their field of activity. Examples of the former were the compulsory factory liability law and the military insurance, and of the latter the mutual old-age, sickness, etc., insurance in certain Swiss Cantons.

The Federal law of June 13, 1911, mentioned above, provides for (I) optional sick insurance, which may, however, be made compulsory by the individual Cantons, and

<sup>1</sup> This report has been printed in full in the Economic World, New York, June 24, 1916, pp. 825-828.<sup>2</sup> Published by Rascher & Co., Zurich and Leipzig.



which operates through approved mutual sick insurance funds that are subsidized by the Federal Government, and (II) compulsory insurance against accidents that are incidental as well as also those that are not incidental to the operation of certain specified industries and occupations. This accident insurance is to be provided by the Swiss Accident Insurance Office in Luzerne, acting through its agencies in all parts of Switzerland and cooperating with approved sick insurance funds. The office provides also optional insurance for persons, the insurance of whom is not made compulsory.

The premiums for the optional sick insurance are paid by the insured; those of the compulsory accident insurance that is incidental to the operation of the respective industries, are to be paid by the employers; three-fourths of the premiums for the nonincidental accident insurance and seven-eighths of that of the optional accident insurance are to be paid by the insured and the remainder in each instance by the Federal Government. As yet, however, only the part of the law providing for optional sick insurance has been in operation since January 1, 1914; it is reported that the part of the law concerning accident insurance is to be enforced on January 1, 1917, but the date has not yet been definitely announced by the Federal Council. Statistics covering the insurance in accordance with this law are of course not obtainable.

Through its law of June 28, 1901, which has been in force since January 1, 1902, Switzerland is doubtless the only country which has insurance specifically for its soldiers. The purpose of this is to insure the soldiers and other military persons against the industrial results of sickness and accident, incurred during military service. The insurance provides hospital treatment and sick benefits for temporary incapacity, invalidity pensions for more or less permanent incapacity, and burial expenses and annual pensions to the survivors in the case of death. Except in the case of sickness or accident that is incidental to military service performed exclusively for, or in the interest of, the individual Cantons, the Federal Government itself covers the entire cost of the military insurance, which, moreover, also provides satisfactory insurance to more than 15 per cent of the entire population of Switzerland.

During the years 1911 and 1912, the last for which these particular statistics are available, losses amounting to \$244,688 and \$262,524 were paid, respectively, to 5,906 and 6,035 insured persons and their survivors. Of these amounts \$113,404 and \$123,677 respectively, were in the form of hospital fees and sick benefits in the case of temporary disabilities and the balance in each case was paid in the form of invalidity pensions, burial expenses, and annuities to survivors, in the case of permanent disabilities.

In addition to the above-named social insurance under Federal control there are also two cantonal insurance organizations, the Social Insurance Fund of Canton Neuchatel and the Old-Age Insurance Fund of Canton Vaud. The former is a mutual organization with optional membership which was established by the cantonal law of May 15, 1906, and which enjoys a cantonal subsidy. It provides straight life insurance policies as well as mixed and annuity policies, and the following table represents the total business during the years 1912 and 1913:

OPERATIONS OF THE SOCIAL INSURANCE FUND OF CANTON NEUCHATEL DURING 1912 AND 1913.

Item.	1912	1913
Premiums received (approximate)	\$171,770	\$188,175
Losses paid (approximate).....	\$81,060	\$85,885
Number of policies in force (approximate) .....	13,982	14,872
Amount of insurance in force.....	\$3,651,560	\$3,943,850

Of the total number of policies during the year 1913, 6,620 policies, representing insurance to the amount of \$1,242,920, were straight life insurance policies, and 7,707 policies, representing \$2,653,750, were mixed policies, and 545 policies, representing \$50,180, were annuity policies.

The Old-Age Insurance Fund established in Canton Vaud by the law dated March 2, 1907, combines old-age insurance with various forms of savings deposits. The premiums or deposits may be either definite or provisional; the latter may be withdrawn within 10 years after payment. The principal purpose of this is to enable employers to provide old-age insurance for their workmen without being compelled to risk losing such payments in case of the premature death or disability of the insured. This insurance fund also makes special efforts to encourage deposits by women and children, especially school children. The cantonal government furthermore makes very liberal contributions to the premiums or deposits of citizens of the Canton, who are industrial tradesmen or workmen, whose annuities do not fall due before their 55th year, and whose annual premiums or deposits range from francs 6 (\$1.16) and do not exceed francs 60 (\$11.58).

The total number of the insured during the years 1912 and 1913 were 13,823 and 14,996; the total premiums received were \$30,141 and \$33,531, to which there is added \$15,052 and \$16,664, cantonal contributions, and the total payments to the insured amounted to only \$470 and \$724, respectively. The comparatively low payments are explained by the fact that the fund has been in existence but a short time.

Besides the above Federal and cantonal social insurance organizations there are also a large number of special funds for definitely restricted membership, such as the funds of the employees of the Federal railways and of the Post Office Department. The fund of the former, which was established in 1907 and in which membership is made compulsory to all able-bodied employees not over 35 years of age, provides insurance or benefits in the case of incapacity, sickness, and death. The contributions consist of membership fees, percentages of the employees' salaries, etc., on the part of the employees, and equal contributions on the part of the Federal railway management. During the years 1912 and 1913 the membership, total contributions of insured and management, and total benefits paid, were as follows:

MEMBERSHIP, CONTRIBUTIONS, AND THE BENEFITS PAID BY THE FEDERAL RAILWAYS FUNDS, 1912 AND 1913.

Item.	1912	1913
Membership.....	19,986	20,563
Contributions.....	\$2,231,370	\$1,428,721
Benefits.....	\$884,442	\$1,006,186

Insurance funds also exist for the cantonal official employees in a number of Cantons as well as also funds for municipal employees in some of the larger cities. The teachers' associations in many parts of Switzerland also maintain funds for the benefit of their members. The work of Doctor Dymowski furthermore lists 128 other local funds maintained by trades-unions, employees in certain factories and industrial establishments, etc., which during 1903—the last for which the figures are given—had a total membership of 57,962, made total collections to the end of that year amounting to \$2,294,369 and total disbursements amounting to \$649,266.

## LEGAL AID BUREAUS IN GERMANY, 1914.

Although it is the duty of the various kinds of courts to grant legal protection to persons appealing to them for aid for specified claims or against specified violations of the law, it happens frequently that justified claims go without redress because they were not presented in proper form or because the person entitled to a claim is ignorant of his right. Moreover, ignorance of the law often causes discontent which might be avoided by proper legal advice to the discontented persons as to their rights. Persons of small means are, however, frequently not in a position to engage the services of a reputable lawyer or are afraid to take their case into court, and therefore fall into the hands of some unprincipled lawyer using unprofessional methods. To combat this evil free legal aid bureaus have been established in most civilized countries by the State, communes, or private associations, and it is a gratifying fact that in many instances the legal profession has taken an active interest in these bureaus, because they have become convinced that these bureaus do not divert paying clients from reputable lawyers, but merely protect people of small means from the extortions of unprincipled members of the legal profession.

The establishment and maintenance of legal aid bureaus has become one of the most important branches of social welfare work, and in no other country have such bureaus been established in such large numbers and done such efficient work as in Germany. According to the latest statistics on legal aid bureaus published by the Imperial Statistical Office<sup>1</sup> 1,027 of these bureaus existed in 1914 in Germany. They gave information or legal advice in 1,780,570 instances and in 459,765 instances prepared legal papers for persons seeking aid. The statistical office classifies the bureaus into the following 9 principal groups: (1) Communal or State bureaus; (2) bureaus maintained by public welfare associations; (3) bureaus for women; (4) bureaus maintained by workmen's organizations; (5) bureaus maintained by employers' organizations; (6) sectarian bureaus; (7) bureaus maintained by political organizations; (8) bureaus maintained by organizations of salaried employees; and (9) rural bureaus. The relative importance of the individual classes of legal aid bureaus and their development during 1914, as compared with 1909 and 1913, is shown in the table following.

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<sup>1</sup> Die Rechtsberatung der minderbemittelten Volkskreise im Jahre 1914. Sonderbeilage zum Reichs-Arbeitsblatte No. 5. Berlin, 1916. 30 pp.



## WORK OF LEGAL AID BUREAUS IN GERMANY, 1909, 1913, AND 1914.

Class of bureaus maintained by—	1909			1913			1914		
	Number of—			Number of—			Number of—		
	Bu-reaus.	Times legal advice was given.	Legal papers prepared.	Bu-reaus.	Times legal advice was given.	Legal papers prepared.	Bu-reaus.	Times legal advice was given.	Legal papers prepared.
Communes or the State.....	101	248,621	40,348	144	387,764	58,777	158	336,653	57,412
Public welfare associations.....	28	134,870	25,401	36	207,753	38,546	35	201,375	35,424
Women.....	79	33,772	9,326	107	52,869	11,961	109	74,363	16,103
Workmen's organizations:									
Workmen's secretariates of free trade-unions.....	111	565,496	143,620	129	724,993	185,142	126	692,590	180,361
Bureaus of information of free trade-union cartels ..	172	40,226	1,869	232	52,670	18,027	180	42,221	15,953
Hirsch-Duncker trade-unions.....	44	32,982	6,548	60	61,966	11,977	58	51,245	8,972
Christian trade-unions.....	21	15,467	21,777	83	18,974	23,400	52	15,535	19,587
Independent trade-unions—									
Polish.....	8	12,659	8,372	13	28,073	16,913	15	23,563	14,646
Others.....				9	5,294	3,162	19	3,688	1,008
Nonmilitant trade-unions.....	2	1,413	527	28	27,654	11,778	19	15,696	6,148
Employers' organizations.....	5	3,600	1,130	13	13,905	5,320	12	10,207	4,599
Sectarian associations:									
Protestant.....	14	26,683	11,098	58	43,894	15,529	47	32,867	11,909
Catholic—									
General.....	117	275,466	93,638	134	258,313	102,451	105	193,846	73,972
Polish.....				19	10,735	6,913	19	10,080	5,964
Women and girls.....				10	3,899	1,344	7	5,890	1,521
Political organizations.....	11	10,261	3,607	25	18,611	8,421	21	8,936	3,839
Organizations of private salaried employees.....				42	62,528	1,661	44	61,815	2,347
Rural bureaus.....				1	2,710		1		
Total.....	713	401,516	367,261	1,143	1,982,605	521,322	1,027	1,780,570	459,765

On account of the war, the number of legal aid bureaus, and the business transacted by them, slightly decreased in 1914. Nearly all the legal aid bureaus maintained by communes, the State, or public welfare societies, and some of the bureaus for women and bureaus maintained by employers' and salaried employees' organizations, belong to the Federation of German Public Welfare and Non-partisan Legal Aid Bureaus, which represents its affiliated bureaus in all legal procedures at the Imperial Insurance Office. The federation issues a bulletin, "Die gemeinnützige Rechtsauskunft," and is the principal factor in the development of the legal aid bureau movement.

## IMMIGRATION IN JUNE, 1916.

The number of immigrant aliens admitted into the United States during the first seven months of 1916 has been in excess of the number admitted during the corresponding months of 1915. There has also been an increase from month to month during the first five months of 1916. Compared with the preceding month, June shows a decrease of 0.8 per cent and July of 18.6 per cent. These facts are brought out in the statement following.

IMMIGRANT ALIENS ADMITTED INTO THE UNITED STATES IN SPECIFIED MONTHS,  
1914, 1915, AND 1916.

Month.	1914	1915	1916	Per cent increase over pre- ceding month.
January.....	44,708	15,481	17,293	8.5
February.....	46,873	13,873	24,740	43.1
March.....	92,621	19,263	27,586	11.5
April.....	119,885	24,532	30,560	10.8
May.....	107,796	26,069	31,021	15.1
June.....	71,728	22,598	30,764	1.8
July.....	138,244	21,504	25,035	18.6

<sup>1</sup> Decrease.

Classified by races, the number of immigrant aliens admitted into and emigrant aliens departing from the United States during June, 1915, and 1916, was as follows:

IMMIGRANT ALIENS ADMITTED INTO AND EMIGRANT ALIENS DEPARTING FROM  
THE UNITED STATES, JUNE, 1915 AND 1916.

Race.	Admitted—		Departed—	
	June, 1915.	June, 1916.	June, 1915.	June, 1916.
African (black).....	487	643	243	171
Armenian.....	41	106	152	1
Bohemian and Moravian.....	77	46	4	5
Bulgarian, Serbian, Montenegrin.....	258	305	59	3
Chinese.....	293	171	115	207
Croatian and Slavonian.....	78	33	8	2
Cuban.....	432	498	191	201
Dalmatian, Bosnian, Herzegovinian.....	4	4		
Dutch and Flemish.....	288	615	76	94
East Indian.....	6	7	18	2
English.....	3,099	3,016	1,054	715
Finnish.....	368	459	79	96
French.....	889	1,893	300	361
German.....	1,034	841	72	69
Greek.....	998	3,791	519	107
Hebrew.....	811	1,292	57	13
Irish.....	2,648	2,123	236	160
Italian (north).....	485	424	236	311
Italian (south).....	2,358	5,374	3,570	650
Japanese.....	722	974	90	56
Korean.....	8	1	6	2
Lithuanian.....	36	39	16	
Magyar.....	44	43	12	43
Mexican.....	1,076	1,070	14	45
Polish.....	229	460	153	31
Portuguese.....	848	715	40	62
Roumanian.....	37	74	3	9
Russian.....	308	319	846	546
Ruthenian (Russniak).....	144	88		5
Scandinavian.....	1,875	1,811	353	639
Scotch.....	1,125	1,288	226	215
Slovak.....	12	15	19	11
Spanish.....	747	1,354	381	212
Spanish-American.....	199	267	61	51
Syrian.....	69	55	6	4
Turkish.....	21	38	8	3
Welsh.....	99	72	33	9
West Indian (except Cuban).....	115	157	36	48
Other peoples.....	230	283	50	54
Not specified.....			1,488	1,148
Total.....	22,598	30,764	10,830	6,361

## OFFICIAL REPORTS RELATING TO LABOR.

## UNITED STATES.

**CALIFORNIA.**—*Industrial Accident Commission. Building Construction Bulletin No. 1 (revised). Construction Bulletin No. 7, on the handling and use of explosives. Sacramento, 1916.*

Building Construction Bulletin No. 1, revised, gives suggestions that have been embodied in previously issued illustrated bulletins, Nos. 1, 2, 3, 5, and 6, depicting the danger of accidents from the following causes: Flimsily constructed scaffolds, defective ladders, unguarded floor openings, protruding nails, and unsafe piling of material. Bulletin No. 7 contains 21 precautions to be observed for the prevention of powder explosion accidents. Each bulletin is in the form of a placard to be tacked up in a conspicuous place for the information of employees.

— — — *Boiler Room Bulletin No. 1. Sacramento [1916].*

A bulletin in the form of a placard to be placed in the boiler room giving suggestions to promote safety in the operation of boilers.

— — — *Bulletin No. 1, relating to safety and efficiency in mines, April 1, 1916. [Sacramento.] 15 pp.*

Recites the causes of accidents from falls of rock and ore, and suggests the responsibility of operators and miners to prevent such accidents. Also tells how to prevent fires in mines and in this connection gives protective measures applicable to practically all mines. Concludes with suggestions to mine foremen.

**MASSACHUSETTS.**—*Bureau of Statistics. Sixth annual report on union scale of wages and hours of labor in Massachusetts, 1915. April 1, 1916. Boston, 1916. 103 pp. (Labor Bulletin No. 114; being part 2 of the annual report on the statistics of labor for 1916.)*

Shows time rates of wages and hours of labor prevailing in the principal organized trades in Massachusetts in 1915; the data pertain principally to October 1, 1915. Fifteen tables of the report relate to the following trades and services:

Building Trades.

Domestic and Personal Service.

Food, Liquors, and Tobacco.

Garment Trades.

Metals and Machinery.

Paper and Pulp Manufacturing.

Printing and Allied Trades.

Stone Working and Quarrying.

Teaming.

Telephone Service.

Theatrical Employment.

Woodworking and Upholstering.

Miscellaneous Trades.

Federal Service.

Municipal Service.

— *State Board of Conciliation and Arbitration. Report for the year ending December 31, 1915. Public Document No. 30. Boston, 1916. 245 pp.*

A digest of this report appears on page 38 of this issue of the REVIEW.

**NEW YORK.**—*Bureau of Statistics and Information. New York labor laws of 1916. [Albany, 1916.] 68 pp. (Department of Labor special bulletin, issued under the direction of the Industrial Commission, No. 78.)*

Contains the text of labor laws enacted by the legislature in 1915, and is preceded by a general summary review.

— *Factory Investigating Commission. Fourth report, Appendix VIII, pp. 1845-2268. Minimum-wage legislation in Australasia, by Paul Stanley Collier. Albany, 1915.*

A review of this treatise appears on page 71 of this issue.

— **(NEW YORK CITY).**—*Commission on Pensions. Report on the pension funds of the city of New York. Part II. An actuarial investigation of the mortality and service experience of the special and general service funds for municipal employees, including tables and diagrams on family history and a valuation of assets and liabilities. New York, 1916. xiv, 422 pp.*



The above report "contains the fundamental facts which are indispensable to the intelligent consideration of the city's existing pension plans, and upon which alone a sound, properly organized new pension system can be constructed. It represents the results of a complete actuarial investigation of the nine existing pension systems of the city of New York, and furnishes the first comprehensive data ever available with reference to these funds."

OHIO.—*Industrial Commission. Department of workshops and factories. Proposed rules relating to steel mills. Columbus, 1915. 14 pp.*

— — — *Statement of the condition of the Ohio State Insurance Fund as of May 15, 1916. Statement showing the economic value of the Ohio State Insurance Fund to Ohio employers. [Columbus, 1916.] [4] pp.*

A summary of this report appears on page 60 of this number of the REVIEW.

— — — *Program, Second Annual Industrial Safety Exposition of Ohio and Safety Conferences under the auspices of the Industrial Commission of Ohio. At Central Armory, Cleveland, Ohio, January 22 to 29, inclusive, 1916. Cleveland [1916]. 16 pp.*

TEXAS (DALLAS).—*First annual report of the Department of Public Welfare, 1915-16. [Dallas, 1916.] 88 pp.*

Reports the operations of the employment bureau through which 2,678 people were placed; the free legal aid bureau which handled 914 cases at a cost of a trifle over \$1 per case; the social service bureau which ministered to 824 families; the municipal lodging house which in five months served 1,198 different men to whom 13,316 meals and lodgings were supplied for work and cash; special charitable organizations in the city; the municipal correction farm; the department of health; the park board; the board of education; and the censors of commercialized amusements, etc.

UNITED STATES.—*Congress. House. Committee on Interstate and Foreign Commerce. Bills affecting interstate commerce. Hearings before the Committee on Interstate and Foreign Commerce of the House of Representatives, Sixty-fourth Congress, first session, on H. R. 9047, 9132, 9216, 10485, 11243: Safety on railroads for passengers and employees, and hours of service and increase of pay of inspectors, April 18 to May 5, 1916. Washington, 1916. 247 pp.*

— — — *Committee on the Judiciary. To authorize the working of Federal convicts upon public highways. Hearings before the Committee on the Judiciary. House of Representatives, Sixty-fourth Congress, first session, H. R. 5772, ser. 41, February 28, March 1 and 3, 1916. Washington, 1916. 43 pp.*

The purpose of this bill is to extend aid to the several States in the building of public highways and authorizing the working of certain Federal convicts upon such highways, or in the preparation of road material. At the hearings, there appeared on behalf of the bill the State highway commissioner of Virginia, the chief road engineer of West Virginia, and representatives of the American Federation of Labor.

— — — *Senate. Committee on Education and Labor. Interstate commerce in goods manufactured by convict labor. Hearing before Committee on Education and Labor, United States Senate, Sixty-fourth Congress, first session, on S. 901. A bill to limit the effect of the regulation of interstate commerce between the States in goods, wares, and merchandise wholly or in part manufactured, mined, or produced by convict labor or in any prison or reformatory. Wednesday, January 19, 1916. Washington, 1916. 14 pp.*

Contains statement of Mr. Ralph W. Wheelock, of the Minnesota State Board of Control, in opposition to the bill, who represented that the enactment of the bill would unduly restrict the sale of binder twine and farm machinery manufactured by convict labor in Minnesota. Minnesota claims to have a model system for the employment of convicts, one feature of which involves making a proper charge for the wages of the convicts and prorating a certain portion so charged to the families of the prisoners.

UNITED STATES.—*Department of Commerce. Bureau of Corporations. Trust Laws and Unfair Competition. Washington, 1916. 832 pp.*

This report is designed to cover in compact form the laws of the various countries of the world pertaining to the prevention or regulation of monopoly by government; and the prevention of unfair practices of competition. Among the chief subjects discussed are Federal antitrust legislation, the judicial decisions thereunder, and the influence of such legislation on forms of business organization, the antitrust laws of the several States, the legislation of foreign countries with regard to combinations, and the laws and judicial decisions in the United States and foreign countries with regard to unfair and unlawful competition.

#### FOREIGN COUNTRIES.

FRANCE.—*Conseil Générale de la Seine. Rapport au nom de la commission mixte du travail et du chômage, relativement aux mesures à prendre pour procéder à l'organisation du travail au moment de la démobilisation, présenté par Henri Sellier et Emile Deslandres. Paris, 1916. 59 pp.*

A report of the mixed commission on labor and unemployment of the Department of the Seine to the General Council of the Department on measures to be taken after the conclusion of peace to find prompt employment for workmen-soldiers discharged on the demobilization of the French armed forces. The first part of the report describes the public efforts made in the Department of the Seine after the outbreak of the war to relieve unemployment, how pecuniary aid was given to the unemployed and their families, and how through the organization of a departmental employment office the relatively high rate of unemployment in the Department was reduced very considerably. Based on the experience acquired during the great economic crisis after the outbreak of the war, the report in part two makes recommendations as to measures to be taken at once to avert a crisis of like magnitude on the demobilization of the army. The measures recommended are: Organization of public aid, organization of the labor market, and creation of employment by means of public and departmental works, and by improvements in land and water transportation. In an appendix, Georges Limarchand submits a paper on the improvement of waterways in Paris and its suburbs.

— *Ministère de l'Instruction Publique et des Beaux-Arts. Compte Rendu du Concours des Cités-Jardins, par Émile Cacheux, Délégué du comité de patronage des habitations à bon marché de la Seine. Paris, 1916. 15 pp.*

This is a reprint of an article which appeared in 1912 in the Bulletin of Economic and Social Sciences (*Bulletin des sciences économiques et sociales*) and describes and comments upon a competition of architects in laying out and constructing a model garden city for the Department of the Seine, which includes Paris. The author, M. Emile Cacheux, is a member of the Housing Committee of the Department of the Seine, one of the duties of which is to offer prizes to encourage the construction of low cost dwellings for women and men. (See Bulletin 158 of this Bureau, p. 132).

— *Ministère du Travail et de la Prévoyance, Sociale. Direction du Travail. Travaux des Commissions Mixtes Départementales pour le maintien du travail national (année 1915). Vol. 1—Seine. Paris, 1916. 147 pp.*

In a circular letter of February 5, 1915, the minister of labor requested all prefects to organize departmental committees of representatives of employers and workmen, and of employer's and workmen's organizations for the discussion of problems relating to labor. These committees were to act as advisory bodies to the departmental authorities in manner similar to that of the Permanent Committee of the Superior Labor Council in its relation to the State authorities. The present volume contains the minutes of the sessions of the Departmental Committee for the Department of the Seine in which were discussed reports of subcommittees on unemployment and problems relating to employment, commerce, and apprenticeship.

GREAT BRITAIN.—*Board of Trade. Handbooks on London Trades. Clothing Trade. Part I, Girls. London, 1915. 52 pp.*

This pamphlet is one of a series of handbooks being prepared on behalf of the Board of Trade primarily for the guidance of members and helpers of advisory committees for juvenile employment in Greater London in connection with their work of advising boys and girls as to the choice of suitable employment. The pamphlet was written before the outbreak of the war and represents conditions prevailing in normal times. It describes briefly the method of entering, hours of labor, wages, qualifications necessary for applicants, suggested educational courses, opportunities for workers, and other general considerations in connection with the following clothing trades: Artificial flower making, boot and shoe trade, cap making, corset making, dressmaking, embroidery, millinery, silk hat making, tailoring, umbrella making, wholesale clothing trades, and wig making.

— *Departmental Committee on the Settlement and Employment of Sailors and Soldiers on the Land. Part II of the final report of the Departmental Committee appointed by the President of the Board of Agriculture and Fisheries to consider the settlement and employment on the land in England and Wales of discharged sailors and soldiers. London, 1916. 39 pp.*

A summary of this report appears on pages 87 to 90 of this number of the REVIEW.

— *Ministry of Munitions. Notes on the employment of women on munitions of war with an appendix on training of munition workers. London, 1916. 94 pp. Illustrated.*

This publication, issued by the Ministry of Munitions, Great Britain, is a photographic record, with brief written descriptions, of what is actually being done by women in munition factories on processes hitherto performed solely by skilled men, and is intended to "act as an incentive and a guide in many factories where employers and employed have been skeptical as to the possibilities of the policy of dilution." The volume is the result of visits of an expert engineer to workshops in various parts of the country where the dilution of skilled labor is in actual operation, and illustrates some of the operations which women, with the cooperation and assistance of the workmen concerned, are performing in engineering shops. There is included a brief appendix on training munition workers. (The "dilution" of labor refers to the introduction of unskilled and semiskilled workers in work where formerly all the operations were carried on by skilled workers.)

INTERNATIONAL ASSOCIATION ON UNEMPLOYMENT (FRENCH SECTION).—*L'Organisation Nationale du Placement à l'Étranger pendant la Guerre. Paris, 1916. 22 pp. (Circulaires du Secrétariat général. No. 36. July 1, 1916.)*

This is a reprint of an article by Edouard Fuster from *l'Avenir*, Paris, June, 1916, and is an account of the work of the national employment office systems of Great Britain and Germany during the period of the war.

INTERNATIONAL STATISTICAL INSTITUTE.—*Bulletin de l'Institut International de Statistique. Vienna, 1915. 3 vols.*

The first two volumes of this bulletin constitute the minutes and papers and discussion of the meeting of the International Statistical Institute held in Vienna, September 9 to 13, 1913, while the third part or supplement is an index of the first 20 volumes, which include the present work, of the bulletins of the International Statistical Institute. The delay in publication—a year and a half after the meeting in question—is explained by the Austrian committee in whose hands was placed the printing and publication of the minutes of this meeting, as due to a protracted strike which occurred in Vienna in the establishment which contracted to do the printing and also to the disorganization resulting from the European war. It may be noted that although printed in 1915, the volumes were not ready for distribution until 1916, through the firm of W. P. van Stockum & Fils, at The Hague, who are the publishers and sole distributors of the present volume of the bulletin. The papers and reports of the institute, which are contained in volume 2, appear in English, French, and German.



On March 15, 1915, the institute had 202 members, of whom 14 were honorary and 188 active. It may be noted in passing that the institute held its first session in Rome, April 12 to 16, 1887. The present session at Vienna in 1913 was the fourteenth. Only one session has ever been held in the United States, namely, the fourth, September 11 to 16, 1893, in connection with the World's Columbian Exposition.

ITALY.—*Ministero di Agricoltura, Industria e Commercio. Direzione Generale del Credito e della Previdenza. Provvedimenti in materia di economia e di finanza emanati in Francia in seguito alla guerra Europea. Part I: August 1, 1914, to July 31, 1915. Rome, 1916. 368 pp. (Annali del Credito e della Previdenza, Series II, vol. 11.)*

The present volume gives the text of all economic and financial measures—laws, decrees, ordinances, circular orders, etc.—enacted in France between August 1, 1914, and July 31, 1915.

JAPAN.—*Department of Finance. The Fifteenth Financial and Economic Annual of Japan, 1915. Tokyo. (No date.) vi [1], 202, [1], 3, [1], pp., diagrams, map.*

Among other matters contained in this volume are to be found statistics of factories classified by motive power, industries, etc.; Operatives classified according to occupation; Average daily wages of laborers; Index numbers of wages; Wholesale prices of principal commodities; Index numbers of prices of commodities; Number of cooperative societies, etc.

NETHERLANDS.—*Centraal Bureau voor de Statistiek. Beknopt overzicht van den omvang der Vakbeweging op. 1 Januari, 1915. (Bijdragen tot de Statistiek van Nederland, new series. No. 222.)*

Contains statistics of organized labor as of January 1, 1915. During the year the number of unions increased from 3,223 to 3,373, while the membership increased from 220,275 to 227,391. Classified according to a confessional or religious line of cleavage, it appears that the membership of the unions of that class increased 10.5 per cent, while the membership of unions not organized on a religious basis increased somewhat less than 1 per cent of the unions in existence on January 1, 1915, 2,149, with a membership of 149,101, or 65.57 per cent, were affiliated with some one of the 5 national federations, while the remaining unions were not so affiliated. The trade-unions of the Netherlands were organized in 156 federations, with 3,004 local sections (unions), and a total membership of 199,323, 24 national unions with a membership of 4,867, and 345 local unions with a membership of 23,201. Outside of these organizations, there were 634 workmen's associations, not classifiable strictly as trade-unions, having a membership of 75,721. The following table shows certain statistics of the trade-union movement in the Netherlands from 1911 to 1915:

MEMBERSHIP OF TRADE-UNIONS AND PER CENT OF SUCH MEMBERSHIP IN UNIONS AFFILIATED WITH THE CENTRAL FEDERATION OF LABOR, 1911 TO 1915.

Year.	Number of members in—				Membership affiliated with the central federations.	
	Protestant unions.	Catholic unions.	Nonsectarian unions.	All trade-unions.	Number.	Per cent.
1911.....	12,575	23,480	117,634	153,689	72,646	47.27
1912.....	13,090	25,758	130,296	169,144	82,570	48.82
1913.....	12,425	30,769	145,836	189,030	101,428	53.66
1914.....	14,812	37,498	167,965	220,275	137,893	62.60
1915.....	15,982	41,809	169,600	227,391	149,101	65.57

— *Jaarcijfers voor het Koninkrijk der Nederlanden. Rijk in Europa, 1914. The Hague, 1915. li, 375 pp. Folded diagrams.*

This is a statistical yearbook of the Kingdom of the Netherlands in Europe, a separate volume appearing for the colonies each year. It contains, among other mate-

rials, factory inspection statistics, statistics of occupational diseases, hours of labor of child workers, wages and hours of labor, strikes and lockouts, collective agreements, trade-unions, retail and wholesale prices, social insurance, statistics of manufacture, etc.

— — — *Werkstakingen en uitsluitingen in Nederland, 1914. The Hague, 1915. 60 pp. (Bijdragen tot de Statistiek van Nederland, new series, No. 224.)*

This volume contains statistics of strikes and lockouts in the Netherlands during 1914. A digest of the contents will be found on page 87 of this number of the REVIEW.

NEW SOUTH WALES.—*Registrar of Friendly Societies. Friendly societies, trade-unions, building societies, cooperative societies, and transactions under the workmen's compensation act, 1910; report of the registrar for the year [1913-]1915. (Sydney, 1914-1916.) 3 vols.*

These volumes contain statistics and finances of the different mutual aid and benefit societies enumerated in the title.

The prosperity of all these associations is said to have been very adversely affected by the war.

The average membership, the amount of assets, State subsidies, and payments made for specified benefits are given in the table which follows:

STATISTICS OF FRIENDLY SOCIETIES IN NEW SOUTH WALES, 1905 AND 1910 TO 1914.

Year.	Mem- bership (average).	Assets.	State subsidies.	Benefit payments.			
				Sick pay.	Funeral donations.	Medical attendance and medicines.	Total.
1905.....	101,463	\$4,675,091	.....	\$427,186	\$117,034	\$489,414	\$1,033,635
1910.....	149,579	6,911,136	\$71,961	607,286	146,243	625,963	1,379,492
1911.....	164,910	7,333,027	84,424	723,045	186,674	696,104	1,605,823
1912.....	179,932	7,775,475	96,400	809,153	198,689	768,036	1,775,878
1913.....	188,590	8,266,816	100,814	844,099	223,625	830,196	1,897,920
1914.....	182,325	8,686,367	113,545	840,912	216,296	887,202	1,944,410

In the table following are shown the data relating to the membership of trade-unions, according to trade groups.

NUMBER OF TRADE-UNIONS AND MEMBERSHIP, 1914, BY TRADE GROUPS.

Trade group.	Num- ber of unions.	Number of mem- bers.	Per cent members in each trade.	Assets.	
				Total.	Per mem- ber.
Building.....	20	22,685	9.5	\$92,055	\$4.06
Clothing.....	8	6,610	2.8	23,578	3.57
Engineering and metal working.....	18	19,243	8.1	96,517	5.01
Food, drink, and narcotics.....	25	18,244	7.7	41,949	2.29
Teaming, hauling, etc.....	9	6,365	2.7	15,831	2.49
Mining and smelting.....	23	26,857	11.3	212,213	7.91
Pastoral.....	5	22,941	9.6	74,248	3.24
Printing, bookbinding, etc.....	8	3,998	1.7	43,093	10.78
Railroads and street railways.....	8	47,013	19.8	112,402	2.39
Navigation and shipping.....	13	19,933	8.4	51,507	2.58
Manufacturing, not otherwise specified.....	21	14,363	6.0	69,703	4.85
Miscellaneous.....	47	29,457	12.4	59,902	2.03
Total.....	205	237,714	100.0	892,998	3.75

NEW ZEALAND.—*Department of Labor. Decisions under the worker's compensation act filed for the year 1915. Vol. 14. Wellington, 1916. xxvi, 37, [6] pp.*

NORWAY.—*Riksforsikringsanstalten. Aarsberetning nr. 19, 1915. [Christiana, 1916.] 60 pp.*

Contains the report of 1915 of the State Insurance Institute of Norway which administers the various social insurance laws of that country.

SWITZERLAND.—*Schweizerisches Volkswirtschafts-departement. Berichte der schweizerischen Fabrik-und Bergwerksinspektoren über ihre Amtstätigkeit in den Jahren 1914 und 1915. Aarau, 1916. 174 pp.*

This volume contains the reports of the individual Federal factory and mine inspectors of Switzerland for the years 1914 and 1915. The factory inspectors' reports relate to general working conditions, workrooms, accidents and occupational diseases, their prevention and compensation, workmen's lists, shop rules, wage payment, and hours of labor, woman and child labor, enforcement of labor laws by the authorities, and welfare institutions in their individual inspection districts. Compilations of some of these statistics were made for all Switzerland. The compilations of accident statistics and of statistics of occupational diseases relate to 1913 and 1914, and summaries of the data presented are shown in the following two tables separately for factories and nonfactory establishments:

INDUSTRIAL ACCIDENT STATISTICS, 1913 AND 1914.

Item.	Factories.		Nonfactory establishments.	
	1913	1914	1913	1914
Number of workers employed.....	341,259			
Industrial accidents causing—				
Temporary disability.....	22,737	16,283	15,874	11,478
Permanent disability.....	4	1	3	
Death.....	104	58	102	96
Total accidents <sup>1</sup> .....	22,930	16,472	16,084	11,682
Compensation paid.....	\$997,360	\$650,417	\$675,163	\$446,762
Total number of days of partial disability.....	449,586	350,664	350,541	248,715

<sup>1</sup> The total includes all accidents reported during the year, inclusive of those whose result was not known when the present statistics were compiled.

STATISTICS OF OCCUPATIONAL DISEASES, 1913 AND 1914.

Cause.	Number of cases causing—								Total.	
	Partial disability.				Perma- nent disa- bility.		Death.			
	1913		1914						1913	1914
	Cases.	Days lost.	Cases.	Days lost.						
Lead and its compounds.....	44	1,999	22	739	1				45	22
Mercury.....			2	15						2
Pentachloride of phosphorus.....	2	203							2	
Bichromate of potassium or sodium.....	3	78	1	28					3	1
Chlorine.....	3	47	3	68					3	3
Hydrochloric and hydrofluoric acid.....	1	64	4	104					1	4
Sulphurous acid.....	1	26							1	
Nitrous gases.....			3	75				1		4
Sulphureted hydrogen.....	2	30							2	
Carbon monoxide and carbonic acid.....	6	110	2	22			1	1	7	3
Phosgene.....	1	23							1	
Methyl bromide.....			1	42						1
Benzine.....			1	12			1		1	1
Nitrobenzol.....	4	172							4	
Aniline.....	4	48	2	125					4	2
Phenylhydrazine.....	2	113	1	26					2	1
Carbolic acid.....			1	17						1
Total.....	73	2,913	43	1,273	1		2	2	76	45



The report of the mine inspectors relates to the years 1914 and 1915, and deals with general conditions in the mining industry, mine accidents, and the enforcement of labor laws. At the end of 1915, 57 mines with 894 workmen were in operation. The accident statistics are compiled by kind of mineral mined, and the total results are the following:

Accidents causing partial disability:	1914.	1915.
Cases.....	62	32
Days lost.....	885	692
Accidents per 1,000 workers.....	69	36
Days of disability per accident.....	14	21
Days of disability per workman.....	1	0.8
Amount of compensations paid.....	\$974.55	\$627.83

#### OFFICIAL PERIODICAL PUBLICATIONS RELATING TO LABOR.

##### LABOR DEPARTMENTS AND BUREAUS.

CANADA.—*The Labour Gazette issued by the Department of Labor by order of Parliament. Ottawa, July, 1916.*

Industrial conditions during June, 1916; Proceedings during June under the Industrial Disputes and Investigation Act; Trade disputes June, 1916; Reports from employment offices; Immigration and colonization; Wholesale and retail prices, 1915 and June, 1916; Fair wages schedule in Government contracts, June, 1916; Recent industrial agreements; Industrial accidents, June, 1916; Annual convention of the Canadian Manufacturers' Association; The effect of the war upon the prices of bread; Report of the Mayor's Committee on Unemployment; Report of the Ontario Workmen's Compensation Board, 1915.

DENMARK.—*Statistiske Efterretninger udgivet af det statistiske Department, Copenhagen, July 6, 1916, (vol. 8, No. 10).*

Crop conditions on July 1; Displacement of population at the census of 1916; Unemployment, April, 1916; Retail prices, June, 1916.

FRANCE.—*Bulletin du Ministère du Travail et de la Prévoyance Sociale, Paris.*

March-April-May, 1916 (vol. 23, Nos. 3, 4, 5).—France: Activities of the mixed departmental commissions on national labor; Strikes, March and April, 1916; Coal-mining labor, February and March, 1916; Production of and commerce in coal, 1914 and 1915; Strike statistics for 1914 and 1915; Report on subsidies granted to unemployment funds in 1914; Mutual-aid societies in 1912; The national unemployment funds (Paris, and suburbs of Paris); Reports from the central and departmental employment bureaus; Minimum-wage rates established under the law of July 10, 1915; Economic index numbers, first quarter, 1916; Laws and decisions of courts relating to labor. Foreign countries: *Germany*—Review of the labor market, January and February, 1916; Cost of living in Berlin, January and February, 1916; General results of workmen's insurance, 1913. *Austria*—Employment; Unemployment among trade-unions, October to December, 1915. *United States*—Working conditions of women and children in American industries. *Great Britain*—Labor market, February and March, 1916; Strikes in February and March, 1916; Statistics of labor exchanges. *Norway*—Factory law, September 18, 1915. *Miscellaneous*—Industrial and commercial conditions in Paris, second half of 1915; French exports and imports first four months, 1915 and 1916; Wholesale prices, March-April, 1916; Official decrees, orders, and documents.

GERMANY.—*Reichs-Arbeitsblatt, herausgegeben vom Kaiserlichen Statistischen Amte, Abteilung für Arbeiterstatistik. Berlin.*

(The April, 1916, number has not been received by the Bureau.)

May, 1916.—Labor market in Germany, April, 1916; Labor market in foreign countries (Great Britain, Switzerland, Sweden, Canada); State of employment in

Germany in April, 1916, according to reports from various industries and from sick funds; Unemployment in German trade-unions, April, 1916; Unemployment in the Netherlands, February, 1916; Labor market in Germany, middle of April to middle of May, 1916, according to reports of free employment offices; Activities of free employment offices, April, 1916; War measures within the sphere of workmen's insurance; Wages of women and children in New Orleans; Wage statistics of the local sick funds of Magdeburg and Dresden; Working conditions in German potash mines; Strikes and lockouts in Germany during 1915 and since the outbreak of the war; Decisions of industrial courts; Statistical tables of the labor market.

Supplement: Statistics of legal aid bureaus for people of small means, 1914.

ITALY.—*Bollettino dell' Ufficio del Lavoro. Ministero di Agricoltura, Industria e Commercio. Rome. (Semimonthly.)*

June 16, 1916.—Labor market, by localities and industries; Employers' and employees' organizations; Congresses and conventions; Retail prices and index numbers of foodstuffs in Italian cities, first six months 1914 and April, 1916; Labor disputes in Italy, second half of May; Activities of the labor office; Activities of the provincial labor office in Udine, 1915; Experiments as to the effect of high pressure in labor under water; New system for direct moistening of the warp on the loom; Insurance against occupational diseases through the workmen's compensation act in Victoria (Australia); Court decisions affecting labor.

July 1, 1916.—Labor market, by localities and industries; Labor disputes in May and first half of June, 1916; Employers' and employees' associations; Congresses and conventions; Royal decree, June 22, 1916, creating a ministry of industry, commerce, and labor; Activities of the labor office; Publications of the labor office (strike statistics of Italy, 1913); Occupational diseases caused by dust, benzine, and benzol poisoning; Toxicity of methyl alcohol; Court decisions affecting labor.

July 16, 1916.—Labor market, by localities and industries; Employers' and employees' organizations; Wages and hours of labor in metal-working industries during 1915; Congresses and conventions; Retail prices and index numbers of foodstuffs in Italian cities, first six months 1914, and May, 1915 and 1916; Retail prices of foodstuffs in foreign countries—Great Britain (increase in June, 1916, over July, 1914); Germany, Berlin (increase in April, 1916, over July, 1914); Austria, Vienna (increase in April, 1916, over July, 1914); Labor disputes, second half of June, 1916; Meeting of the Permanent Committee on Labor, July 10 and 11, 1916; Appointments of presidents and vice presidents of industrial courts; Industrial accidents caused by machinery in the State of New York during 1911–1913; Purification of the waste water of glue factories; Apparatus for the purification of waste water in wool washing establishments.

NETHERLANDS.—*Maandschrift van het Centraal Bureau voor de Statistiek. The Hague.*

June, 1916.—Review of the labor market (building trades, clothing, cleaning and laundries, and coal mining), May, 1916; Employment of fishermen, dock workers and interned soldiers, June, 1916; Employment in brickyards during the winter of 1915–16; Unemployment and unemployment insurance, May, 1916; Amendment of the State budget as to unemployment insurance; Reports from employment exchanges, May, 1916; Strikes and lockouts, May, 1916; Labor conditions on public works, June, 1916; Collective agreements, etc.; Trade-union reports, number organized, disbanded, etc.; Prices (wholesale and retail), June, 1916; Maximum wholesale and retail prices established by the Ministry of Agriculture, Industry and Commerce, June, 1916; Passports issued, May, 1916; Court decisions affecting labor; Miscellaneous reports of social and economic import; Prices in foreign countries (Australia, Canada, Denmark, Germany, Finland, Great Britain and Ireland, Italy, Norway, Austria, Switzerland, Sweden); War measures in foreign countries; Industrial conditions in foreign countries; Statistical tables on the labor market, housing and building inspection, occupational diseases, and State finances; Laws, regulations, ministerial orders, etc.

NEW SOUTH WALES.—*The New South Wales Industrial Gazette issued by the Department of Labor and Industry. Sydney.*

May, 1916 (vol. 10, No. 1).—The industrial situation, April, 1916 (minimum wages, prices, employment, strikes, etc.); Labor legislation; Workmen's compensation; Court decisions affecting labor; Reports of the factory inspector; Industrial registrar; Labor exchanges, etc.; Reports of the wages boards; Industrial agreements and arbitration awards; Labor exchange settlement No. 14.

NEW YORK.—*The Bulletin issued monthly by the New York State Industrial Commission. Albany.*

July, 1916.—Reports of minutes of meetings of the Industrial Commission; Cases before the legal bureau; New rule 4 (specifications of fire escapes accepted as required means of exit); The workmen's compensation law applied to municipalities, with advantages offered by the State insurance fund; Proposed general safety conference in New York under the auspices of the commission; Workmen's compensation cases; Accident prevention; Report of the Bureau of Mediation and Arbitration; The labor market; Reports from the Bureau of Inspection.

NEW ZEALAND.—*Journal of the Department of Labor. Wellington.*

June, 1916.—The labor market; Reports from the women's employment offices; Recent legal decisions (also what decisions affect labor in Great Britain); Statistical: Persons assisted to employment, May, 1916; Cooperative works in New Zealand; Current retail prices, May, 1915; Trade-unions registered, etc.

QUEENSLAND.—*The Queensland Industrial Gazette. Brisbane.*

June 10, 1916 (vol. 1, No. 4).—The labor market; Reports of the labor exchanges; Recent legal decisions and arbitration awards; Factory accidents occurring since May 1, 1916; Prices fixed by the Central Sugar Cane Prices Board and by the Control of Trade Board; Trade agreements, etc.

SPAIN.—*Boletín del Instituto de Reformas Sociales. (Publicación Mensual.) Madrid.*

June, 1916 (vol. 13, No. 144).—Reports from the office of the secretary and technical divisions; Strikes; Cost of living; Congresses and conventions; Labor legislation; Report from foreign countries (strikes and lockouts in France and Great Britain); Labor legislation in Uruguay.

SWEDEN.—*Sociala Meddelanden utgivna av K. socialstyrelsen, Stockholm.*

No. 6, 1916.—The labor market, May, 1916: Establishment of a State unemployment commission; Subsidies to Government employees during the war; Investigation of the housing conditions of people of small means in Norrköping; Report of the commission on materials of construction; Development of public employment offices; Royal decree, May 19, 1916, providing for State aid to indigent unemployed; Royal decree, May 19, 1916, amending the ordinance, June 1, 1912, as to aid to the wives and children of conscripts; Law, May 30, 1916, establishing maximum war prices; Law, June 9, 1916, regulating the disposition during the war of specified property; Law on compulsory arbitration in Norway; Strikes and lockouts in Sweden, first quarter, 1916; Industrial accident statistics, 1910, 1911, and 1912; Reports of the factory inspectors on serious industrial accidents; Miscellaneous notes relating to labor in Sweden and foreign countries; Statistics of public employment offices in Sweden, May, 1916; Retail prices and cost of living in Sweden, 1905, to May, 1916; Live stock prices in Sweden, 1905, to May, 1916; Live stock supply and estimated consumption at public slaughterhouses, May, 1916; Fish prices in Stockholm and Gottenborg, May, 1915, to May, 1916.



## MISCELLANEOUS.

ITALY.—*Bollettino della Emigrazione. Commissariato della Emigrazione. Rome. (Monthly.)*

May 15, 1916.—Statistics of Italian transoceanic emigration, first four months, 1916; Suspension by Austro-Hungarian accident insurance institutes of payment of pensions to Italian subjects injured in accidents in Austria-Hungary; Savings of Italian emigrants transmitted to Italy in 1915 through the Bank of Naples; The compensation law of the State of New York; Decision of the court of appeals of Naples in the matter of the obligation of licensed steamship companies to complete their contracts of transportation of Italian emigrants repatriating; Monthly statistics of transoceanic emigration from Italian ports, April, 1916; Current news relating to emigration and labor in foreign countries; Financial statement of the administration of the emigration fund for the fiscal year 1915-16; Safety regulations for steamers carrying emigrants; Decree, April 6, 1916, creating a special fund for the relief of unemployment and of Italian subjects whose accident pensions due from enemy countries were suspended; Circular letter of the minister of war relating to subsidies for dependents residing abroad of volunteers serving in the Italian army; Current publications relating to emigration and labor.

— *Bollettino dell' Ispettorato dell' Industria e del Lavoro. Ministero de Agricoltura, Industria e Commercio, Ufficio del Lavoro. Rome. (Bimonthly.)*

November-December, 1915.—Personnel of the inspection service; Activities of the inspectors during November and December, 1915; Administrative orders; The writing and printing ink industry in Lombardy and Venice; Fatal accident caused by an electric current; Production in 1915 of Italian wool-combing establishments, and new establishments erected.

SPAIN.—*Boletín del Consejo Superior de Emigración. Madrid. Abril, 1916 (Num. 82); mayo-junio, 1916 (Num. 83).*

## RECENT UNOFFICIAL PUBLICATIONS RELATING TO LABOR.

*Alliance Employment Bureau, New York City. Inquiries into trades for factory workers. Sample mounting and sample case making, perfumery trade, paper-box making, candy trade, case making for jewelry and silverware. 1913. 29 pp. Inquiries into trades for industrial art workers. Air brush work, novelty painting, costume illustration. 1913. 19 pp. Inquiries into trades for boys. The blue-print trade. 1916. 8 pp.*

This bureau is affiliated with settlements and other organizations. These inquiries were made to learn whether it was desirable for the bureau to place workers in the branches of employment named.

— *Annual reports, 1913-1915. 3 vols.*

*American cloak and suit review. Directory of women's wear manufacturers. No. 10. Spring ed., New York City, 1916. 240 pp.*

*American Federation of Labor. Iowa branch. Official labor directory, Des Moines, 1916. 192 pp.*

A list of national and international unions of the United States and Canada, with names and addresses of secretaries of local unions in Iowa. Also contains proceedings of the 24th annual convention of the Iowa State Federation of Labor, at Marshalltown, June 13-16, 1916.

*Baty, T. Vicarious liability. Oxford, Clarendon Press, 1916. 244 pp.*

A short history of the liability of employers, principals, partners, associations, and trade-union members, with a chapter on the laws of Scotland and foreign States.

*Bitting, A. W. Canning and how to use canned foods. Washington, D. C., National Cannery Association, 1916. 184 pp.*

Contains a description of methods employed in modern canning and a brief outline of proper sanitary measures for canneries.

Blackford, Katherine M. H., M. D., and Arthur Newcomb. *Analyzing character, the new science of judging men; misfits in business, the home and social life.* New York, Review of Reviews Co., 1916. 488 pp.

Treats of analyzing character in vocational guidance, in selection of employees, and in persuasion. Has a section on principles and practice of character analysis and an appendix on requirements of the principal vocations.

Chance, Lady. *Housekeeping on 25 s. [\$6.08] a week or under.* Published by the National Food Economy League. London. 16 pp.

Clearing house for employment. Atlanta, Ga. *First annual report . . . year ending April 30, 1916.* 14 pp.

An account of the fiscal year's work by the first public employment bureau operated in Georgia.

Cleveland Chamber of Commerce. *Report of committee on industrial welfare. Industrial profit sharing and welfare work.* April 10, 1916. 85 pp.

Summarizes in concrete form the plans and methods in use by 27 companies conducting profit-sharing schemes and 23 companies doing industrial welfare work.

Compton, Wilson. *Wage theories in industrial arbitration.* 1916. pp. 324-342.

Originally printed in the American Economic Review, Vol. VI, No. 2, June, 1916.

Confederation generale du travail. *Conference of delegates from the general federations of trade-unions of the allied countries . . . June, 1916.* London, Cooperative Printing Society (Ltd.), 1916. 15 pp.

An historical survey of the efforts to coordinate and nationalize labor legislation.

Cowee, G. A. *Practical safety methods and devices, manufacturing and engineering.* New York, Van Nostrand, 1916. 434 pp.

Intended to provide for employers, superintendents, foremen, underwriters, safety inspectors, and engineers generally, a convenient summary of standard safety methods and devices as developed and perfected by those who have specialized in this subject. Contains 127 illustrations.

Davenport, Daniel, General Counsel, American Anti-Boycott Association. *An analysis of the unanimous decision of the Supreme Court of Massachusetts, declaring the anti-injunction law unconstitutional.* New York. 15 pp.

Davison's textile blue book of the United States and Canada. 1916.

A directory of all textile manufacturers, dyers, finishers, etc., together with other trade information, such as date established, capital invested, and number of employees.

Farnam, H. W. *The Seamen's Act of 1915.* Washington, 1916. 16 pp. (Senate Document 333, 64th Congress, 1st session.)

An address delivered at the ninth annual meeting of the American Association for Labor Legislation, Washington, D. C., December 28, 1915.

Farrar, F. A. *Factories and great industries.* Cambridge (England), University Press, 1916, 90 pp.

A popular account of the textile industries, printing, and the making of paper, leather, and straw hats. Also treats briefly of trade-unions, old-age pensions, State insurance, and the relief of distress.

General Federation of Trade-unions. *17th annual report.* London, 1916. 45 pp.

This federation had a membership of 1,076,634 for the fiscal year ended March 31, 1916, a decrease of 9,757 from the preceding year. The total income for the fiscal year was £70,391 10s. 7d. (\$342,560.38). The total expenditure was £11,122 6s. 2d. (\$54,126.71), of which £7,437 10s. 10d. (\$36,194.80) was for federation benefit, the latter showing a decrease of £12,279 3s. 8d. (\$59,756.65) from 1914-15. There

were 176 industrial disputes, involving 15,510 members. During the year the Amalgamated Society of Engineers, with a membership of 154,350, seceded from the General Federation of Trade-unions, for the ostensible reason that there was an excess of contribution over money benefits received.

*Greenwood, John H. A handbook of industrial law. London, University of London Press, 1916. 288 pp.*

Intended as a practical legal guide for trade-union officers. It contains chapters on the legal position of trade-unions, national health insurance, unemployment insurance, and workmen's compensation.

*Hollingsworth, H. L. Vocational psychology, its problems and methods. New York, Appleton, 1916. 308 pp.*

A study of the various methods now used in selecting a vocation. Deals with character analysis, ways of selecting employees for different kinds of work, the use of psychological tests, and the value of impressions based on physical appearance, letters of appreciation, judgment of associates, self-analysis, etc. The volume includes a discussion contrasting the vocational fitness of men and of women.

*How to manage men. Chicago, A. W. Shaw Co., 1914. 64 pp.*

Presents the ideas and methods which 24 factory managers have proved in their work. Has suggestive chapters on getting shop cooperation, handling the wage question, shop discipline, winning department interest, and showing employees how to work.

*International Harvester Company. Employees' Benefit Association. 7th annual report, 1915.*

*Janes, G. M. The control of strikes in American trade-unions. Baltimore, Johns Hopkins Press, 1916. 131 pp. (Johns Hopkins University studies . . . series 34, No. 3).*

The purpose of this study is to describe the control of strikes exercised by general or national unions. It discusses the development of control, the part taken by the national agent or deputy, the influence of arbitration, the initiation of strikes, the independent strike, the management of strikes, strike benefits, and the methods used in bringing a strike to an end.

*Lakeside Press. Schools for apprentices. The school for apprentices of the Lakeside press. . . . Chicago, Donnelly, 1916. 39 pp.*

*London. City and guilds of London institute. Report, 1916. 112 pp.*

This institute conducts extensive courses of instruction in mechanical and electrical engineering, chemistry, applied art, and the skilled trades and occupations.

*Maynard, Edith L. Women in the public health service. London Scientific Press. 1915. 128 pp.*

*McKendrick, A. Back injuries and their significance under the workmen's compensation and other acts. New York, Wood, 1916. 173 pp.*

*Minneapolis Civic and Commerce Association. 4th annual report, 1915. 155 pp.*

Contains committee reports on housing, industrial development, industrial welfare, and unemployment.

*Modern Hospital, The. Industrial welfare number. St. Louis, August, 1916. pp. 87-184.*

An interesting number of this monthly periodical, giving articles and editorials relating to the subject of industrial welfare and many "stories" from various industries relating to welfare work.

*National Association of Corporation Schools—Advance copy. Report of Committee on Vocational Guidance. The organic development of business. 1916. 148 pp.*

This report is an attempt to set forth what employee, employer, and society should strive for in the human relations in industry—a realization of an organic unity in each individual life, in each business, between businesses, and between business and society.



*National Civic Federation. Minimum-wage committee. The minimum wage by law . . . Report made by Alexander J. Porter . . . January 17, 1916. 49 pp.*

An analysis of this report appears on page 67 of this number of the REVIEW.

*National Metal Trades Association. Synopsis of proceedings, 18th convention, New York, 1916. 80 pp.*

*National Workmen's Compensation Service Bureau. A grouping of industries appearing in the Workmen's Compensation Manual with corresponding code numbers specially arranged for the convenience of statisticians. 51 pp. Appendix I, List of classifications which have been discontinued or regrouped. 17 pp. Published by the National Workmen's Compensation Service Bureau, 13 Park Row, New York City. [1916.]*

A brief digest of this publication and the appendix appears on page 56 of this issue of the REVIEW.

*O'Grady, J. J. Cotton carding. Woonsocket, Robinson Press [1912]. 103 pp.*

A handy reference book for superintendents and overseers.

*[Ring, H. L.] The problem of the unemployed. (Anonymous.) 2d ed., Houston, Tex., 1915. 282 pp.*

*Rossiter, Alfred. A pocket manual for character analysts and employment managers. New York, Newcomb, 1915. 63 pp.*

*Samvirkende fagforbund i Danmark. Beretning til de Samvirkende fagforbunds repræsentantskabsmøde. April, 1914; April, 1915; and April, 1916. 3 vols. 136, 179, and 168 pp.*

Reports of the annual meetings of the federated trade-unions of Denmark.

*Sherman, P. T. Liability and workmen's compensation insurance on the reciprocal or interinsurance plan. 1916. 16 pp.*

*Smith, J. R. Commerce and industry. New York, Holt, 1916. 596 pp.*

*Springfield Survey Publications. Industrial conditions in Springfield, Illinois . . . L. C. Odencrantz and Z. L. Potter. New York, Russell Sage Foundation. June, 1916. 173 pp.*

A survey by the Committee on Women's Work and the Department of Surveys and Exhibits. An analysis of this survey will appear in a later issue of the REVIEW.

*Trautman, W. E. One great union. 5th revised edition. Published by the Workers' International Industrial Union. Detroit. 31 pp.*

*Travelers' Insurance Company, Hartford, Conn. Coal mining hazards. Hartford, 1916. 174 pp.*

*United Shoe Machinery Company. Efficiency through hygiene. Beverly, 18 pp.*

*Van Kleeck, Mary. Industrial investigations of the Russell Sage Foundation . . . New York, January, 1916. 18 pp.*

A brief account of the work and purpose of this foundation.

*Van Overbergh, Cyr. La Grève Générale. Brussels and Leipzig, Misch & Thron, 1913. 651 pp.*

A sociological study on the Belgian general strike of 1913, engineered by the workingmen of Belgium to obtain universal suffrage. After describing the form and object of the general strike of 1913, its organization, basis, and development, the author attempts to analyze its political and social results and to solve the question whether the prestige of the socialists or that of the bourgeoisie has gained in the conflict.

## BUREAUS OF LABOR, INDUSTRIAL COMMISSIONS, ETC., AND THEIR CHIEF OFFICIALS.

State.	Name of bureau.	Name and title of chief official.		Location of bureau or address of board or commission.
		Name.	Title.	
United States.....	Bureau of Labor Statistics.	Royal Meeker.....	Commissioner.....	Washington, D. C.
Arkansas.....	{Bureau of Labor and Statistics.	{J. C. Clary.....	.....do.....	Little Rock.
California.....	Bureau of Labor Statistics.	{Edward I. McKinley.....	Deputy commissioner.	Do.
Colorado.....	.....do.....	John P. McLaughlin.....	Commissioner.....	948 Market Street, San Francisco.
Connecticut.....	Department of Labor and Factory Inspection.	Axel Swanson.....	Deputy commissioner.	Denver.
Georgia.....	{Department of Commerce and Labor.	Wm. S. Hyde.....	Commissioner.....	Hartford.
Hawaii.....	Department of Immigration, Labor, and Statistics.	{H. M. Stanley.....	.....do.....	Atlanta.
Idaho.....	Bureau of Immigration, Labor, and Statistics.	{J. T. Derry.....	Assistant commissioner.	Do.
Illinois.....	Bureau of Labor Statistics.	Ralph A. Kearns..	Commissioner.....	Honolulu.
Indiana.....	Bureau of Statistics....	S. J. Rich.....	Commissioner.....	Boise.
Iowa.....	Bureau of Labor Statistics.	L. D. McCoy.....	Secretary.....	Springfield.
Kansas.....	Department of Labor and Industry.	T. W. Brolley.....	Chief.....	Indianapolis.
Kentucky.....	Bureau of Agriculture, Labor, and Statistics.	A. L. Urick.....	Commissioner.....	Des Moines.
Louisiana.....	Bureau of Labor and Industrial Statistics.	P. J. McBride.....	.....do.....	Topeka.
Maine.....	Department of Labor and Industry.	Mat S. Cohen.....	.....do.....	Frankfort.
Maryland.....	Bureau of Statistics and Information.	Wm. McGilvray ..	.....do.....	New Orleans.
Massachusetts.....	Bureau of Statistics....	Roscoe A. Eddy ..	.....do.....	Augusta.
Do.....	{State Board of Labor and Industries (5 members).	Charles J. Fox.....	Chief.....	Baltimore.
		C. F. Gettemy.....	Director.....	Boston.
		Alfred W. Donovan	Chairman.....	721A New Albion Building, No. 1 Beacon Street, Boston.
		Mrs. Mary H. Dewey	.....	
		John F. Tobin.....	.....	
		James A. Donovan..	.....	
		Dr. Alfred H. Quessy	.....	
		Edwin Mulready..	Commissioner of labor.	
Michigan.....	Department of Labor..	{J. V. Cunningham.	Commissioner.....	Lansing.
		{James F. Hammell	Deputy commissioner.	Do.
Minnesota.....	Department of Labor and Industries.	W. F. Houk.....	Commissioner.....	St. Paul.
Missouri.....	Bureau of Labor Statistics.	J. T. Fitzpatrick..	.....do.....	Jefferson City.
Montana.....	Department of Labor and Industry.	W. J. Swindlehurst.	.....do.....	Helena.
Nebraska.....	Bureau of Labor and Industrial Statistics.	Frank M. Coffey..	Deputy commissioner.	Lincoln.
Nevada.....	Labor Commissioner's Office.	W. E. Wallace.....	Labor commissioner.	Carson City.
New Hampshire..	Bureau of Labor.....	J. S. B. Davie.....	Commissioner.....	Concord.
New Jersey.....	Department of Labor...	{Lewis T. Bryant..	.....do.....	Trenton.
		{John I. Holt.....	Assistant commissioner.	Do.
		John Mitchell.....	Chairman.....	Albany.
New York.....	{State Industrial Commission.	Jas. M. Lynch.....	.....	381 Fourth Avenue, New York City.
		Wm. H. H. Rogers	.....	
		Louis Wiard.....	.....	
		Edward P. Lyon.....	.....	
		Henry D. Sayer.....	Secretary.....	
North Carolina...	Department of Labor and Printing.	M. L. Shipman.....	Commissioner.....	Raleigh.
North Dakota....	Department of Agriculture and Labor.	R. F. Flint.....	.....do.....	Bismarck.
Ohio.....	{Industrial Commission (3 commissioners).	{Wallace D. Yapple	Chairman.....	Columbus.
		{Herbert L. Eliot..	Vice chairman...	Do.
		T. J. Duffy.....	.....	Do.
		George L. Stoughton.	Secretary.....	Do.

## BUREAUS OF LABOR, INDUSTRIAL COMMISSIONS, ETC.—Concluded.

State.	Name of bureau.	Name and title of chief official.		Location of bureau or address of board or commission.
		Name.	Title.	
Oklahoma.....	Department of Labor..	W. G. Ashton.....	Commissioner.....	Oklahoma.
Oregon.....	Bureau of Labor Statistics and Inspection of Factories and Workshops.	O. P. Hoff.....	do.....	Salem.
Pennsylvania.....	Department of Labor and Industry.	John P. Jackson...	do.....	Harrisburg.
Do.....	Industrial Board (5 members).	John P. Jackson...	Commissioner of labor and industry.	Do.
		Mrs. Samuel Semple.		
		James C. Cronin...		
		Otto T. Mallery...		
		Maj. John P. Wood.		
Philippine Islands	Bureau of Labor.....	Wm. Lauder.....	Secretary.....	Manila.
Porto Rico.....	do.....	Manuel Tinio.....	Director.....	
Rhode Island.....	Bureau of Industrial Statistics.	F. C. Roberts.....	Chief.....	
South Carolina....	Department of Agriculture, Commerce, and Industries.	G. H. Webb.....	Commissioner.....	Providence.
Tennessee.....	Department of Workshop and Factory Inspection.	E. J. Watson.....	do.....	Columbia.
Texas.....	Bureau of Labor Statistics.	W. L. Mitchell...	Chief inspector...	Nashville.
Utah.....	Bureau of Immigration, Labor, and Statistics.	C. W. Woodman..	do.....	Austin.
Virginia.....	Bureau of Labor and Industrial Statistics.	H. T. Haines.....	do.....	Salt Lake City.
Washington.....	Bureau of Labor.....	J. B. Doherty.....	do.....	Richmond.
West Virginia.....	do.....	C. H. Younger.....	do.....	Olympia.
		Jack H. Nightingale.	do.....	Wheeling.
		J. D. Beck.....	Chairman.....	Madison.
Wisconsin.....	Industrial Commission (3 commissioners).	Fred M. Wilcox...		Do.
		George P. Hambrecht.		Do.
		P. J. Watrous.....	Secretary.....	Do.



## STATE BUREAUS FOR FACTORY INSPECTION AND CHIEF INSPECTION OFFICIALS.

State.	Name of bureau.	Name and title of chief official.		Location of bureau or address of board or commission.
		Name.	Title.	
Alabama.....		W. H. Oates, M.D.	Inspector of jails, almshouses, cotton mills, and factories.	Box 282, Montgomery.
Arkansas.....	Bureau of Labor and Statistics.	J. C. Clary.....	Commissioner.....	Little Rock.
California.....	Bureau of Labor Statistics.	John P. McLaughlin.	.....do.....	948 Market Street, San Francisco.
Do.....	Industrial Accident Board.	A. J. Pillsbury....	Chairman.....	Underwood Building, 525 Market Street, San Francisco.
Colorado.....	Bureau of Labor Statistics.	Alex. Swanson....	Deputy commissioner of labor and chief factory inspector.	Denver.
Connecticut.....	Department of Labor and Factory Inspection.	Wm. S. Hyde.....	Factory inspector.	Hartford.
Delaware.....		Wm. Gibbons.....	Child labor inspector.	Ford Building, Wilmington.
		Miss Mary S. Malone.	Inspector for 10-hour law.	507 Washington Street, Wilmington.
		Dr. Wm. R. Mesick.	Inspector of canneries.	Rehoboth Beach.
Florida.....	Office of State Labor Inspector.	J. C. Privett.....	State labor inspector.	Room 6, Baldwin Building, Jacksonville.
Illinois.....	Department of Factory Inspection.	Oscar F. Nelson...	Chief.....	608 South Dearborn Street, Chicago.
Indiana.....	Industrial Board.....	Edgar A. Perkins.	Chief inspector....	Room 120, State Capitol, Indianapolis.
Iowa.....	Bureau of Labor Statistics.	A. L. Urlick.....	Commissioner.....	Des Moines.
Kansas.....	Department of Labor and Industry.	P. J. McBride.....	Commissioner of labor and industry and ex officio State factory inspector.	Topeka.
Kentucky.....	Bureau of Agriculture, Labor, and Statistics.	Mat S. Cohen.....	Commissioner.....	Frankfort.
		Jack Nelson.....	Labor inspector...	Paducah.
Louisiana.....	Bureau of Labor and Industrial Statistics.	Wm. McGilvray...	Commissioner.....	New Orleans.
		Mrs. Martha D. Gould.	Factories inspector of Orleans Parish.	Room 11, City Hall New Orleans.
Maine.....	Department of Labor and Industry.	Roscoe A. Eddy...	Commissioner of labor and State factory inspector.	Augusta.
Maryland.....	Bureau of Statistics and Information.	Charles J. Fox.....	Chief.....	Baltimore.
Do.....	Women's Ten-Hour Bureau.	Miss Sarah F. Martin.	Chief inspector....	Equitable Building, Baltimore.
Massachusetts....	State Board of Labor and Industries.	Alfred W. Donovan.	Chairman.....	721A New Albion Building, No. 1, Beacon Street, Boston.
		Edwin Mulready..	Commissioner of labor.	
Michigan.....	Department of Labor...	J. V. Cunningham.	Commissioner of labor and chief factory inspector.	Lansing.
Minnesota.....	Department of Labor and Industries.	W. F. Houk.....	Commissioner; chief inspector.	St. Paul.
Missouri.....	Department of Factory Inspection.	A. S. Johnston....	Chief inspector....	Fullerton Building, St. Louis.
Nebraska.....	Bureau of Labor and Industrial Statistics.	Frank M. Coffey..	Deputy commissioner of labor and factory inspector.	Lincoln.
Nevada.....	Labor Commissioner's Office.	W. E. Wallace....	Labor commissioner.	Carson City.

## STATE BUREAUS FOR FACTORY INSPECTION AND CHIEF INSPECTION OFFICIALS—Concluded.

State.	Name of bureau.	Name and title of chief official.		Location of bureau or address of board or commission.
		Name.	Title.	
New Hampshire..	Bureau of Labor.....	J. S. B. Davie....	Labor commis- sioner and fac- tory inspector.	Concord.
Do.....	Board of Health.....	Irring A. Watson, M. D.	Secretary.....	
New Jersey.....	Department of Labor..	Lewis T. Bryant..	Commissioner....	Trenton.
New York.....	State Industrial Com- mission.	John Mitchell.....	Chairman <sup>1</sup> .....	Albany.
Ohio.....	Industrial Commission.	(Wallace D. Yaple. T. P. Kearns.....	Chairman..... Chief deputy, di- vision of work- shops, factories, and public buildings.	Columbus.
Oklahoma.....	Department of Labor..	W. G. Ashton.....	Commissioner....	Oklahoma.
Oregon.....	Bureau of Labor Statis- tics and Inspection of Factories and Work- shops.	O. P. Hoff.....	Commissioner of labor and fac- tory inspector.	Salem.
Do.....	Board of Inspectors of Child Labor.	(H. G. Kundret.... Mrs. Mollie R. Trumbull.	Chairman..... Secretary.....	Portland.
Pennsylvania.....	Bureau of Inspection, Department of Labor and Industry.	(John Price Jackson Lew R. Palmer...	Commissioner.... Chief inspector...	
Rhode Island.....	Office of Factory In- spectors.	J. Ellery Hudson..	.....do.....	Room 308, State House, Provi- dence.
South Carolina....	Department of Agricul- ture, Commerce, and Industries.	E. J. Watson.....	Commissioner....	Columbia.
Tennessee.....	Department of Work- shop and Factory In- spection.	W. L. Mitchell....	Chief inspector...	Nashville.
Texas.....	Bureau of Labor Statis- tics.	C. W. Woodman..	Commissioner....	Austin.
Utah.....	Bureau of Immigration, Labor, and Statistics.	H. T. Haines.....	.....do.....	Salt Lake City.
Vermont.....	Office of Factory In- spector.	Allan Calhoun....	Factory inspector.	Middleburg.
Virginia.....	Bureau of Labor and Industrial Statistics.	J. B. Doherty.....	Commissioner....	Richmond.
Washington.....	Bureau of Labor.....	C. H. Younger....	Commissioner of labor.	Olympia.
West Virginia....	.....do.....	Jack H. Nightin- gale.	Commissioner....	Wheeling.
Wisconsin.....	Industrial Commission.	(J. D. Beck..... C. W. Price.....	Chairman..... Assistant to com- mission.	Madison.

<sup>1</sup> The first deputy commissioner of labor is inspector general of the State. The State is divided into 2 factory inspection districts, with a chief factory inspector under the commissioner of labor in charge of each.

MINIMUM WAGE BOARDS.

ARKANSAS.—Minimum Wage Commission (3 members):

J. C. Clary.  
Mrs. Eva Reichardt Masingill.  
Miss Mary H. McCabe.

Address of commission: Little Rock.

CALIFORNIA.—Industrial Welfare Commission (5 members):

Hon. Frank J. Murasky, judge of superior court, chairman.  
Mrs. Katherine Philips Edson.

A. B. C. Dohrmann.

A. Bonnheim.

Walter G. Matthewson.

H. A. Scheel, secretary.

Address of commission: San Francisco.

COLORADO.—State Wage Board:

No board in existence since August, 1915; no appropriation.

KANSAS.—Industrial Welfare Commission (3 members):

P. J. McBride, chairman.

John Craddock.

Mrs. Genevieve M. Chalkley.

Miss Linna E. Bresette, secretary.

Address of commission: State Capitol, Topeka.

MASSACHUSETTS.—Minimum Wage Commission (3 commissioners):

Arthur N. Holcombe, chairman.

Mabel Gillespie.

Edwin N. Bartlett.

E. Nathalie Matthews, secretary.

Address of commission: Rooms 720-721, New Albion Building, 1 Beacon Street, Boston.

MINNESOTA.—Minimum Wage Commission (3 members):

W. F. Houk, commissioner of labor, chairman.

A. H. Lindeke.

Eliza P. Evans, secretary.

Address of commission: St. Paul.

NEBRASKA.—Minimum Wage Commission:

George E. Norman, Omaha.

Anna L. Hawes, Lincoln.

OREGON.—Industrial Welfare Commission (3 members):

Edwin V. O'Hara, chairman.

Miss Margaret E. Howatson.

Amedee M. Smith.

Miss Bertha Moores, secretary.

Address of commission: 610 Commercial Block, Portland.

UTAH.—No board. Commissioner of immigration, labor, and statistics charged with enforcement of law.

WASHINGTON.—Industrial Welfare Commission (5 members):

C. H. Younger, commissioner of labor.

Mrs. Jackson Silbaugh, secretary.

M. H. Marvin.

Mrs. Florence H. Swanson.

Mrs. W. H. Udall.

Address of commission: Olympia.



WISCONSIN.—Industrial commission (3 commissioners):

J. D. Beck, chairman.

Fred M. Wilcox.

George P. Hambrecht.

P. J. Watrous, secretary.

Address of commission: Madison.

**INDUSTRIAL ACCIDENT BOARDS AND COMMISSIONS.**

CALIFORNIA.—Industrial Accident Commission (3 commissioners):

A. J. Pillsbury, chairman.

Will J. French.

Meyer Lissner.

H. L. White, secretary.

Address of commission: Underwood Building, 525 Market Street, San Francisco.

COLORADO.—Industrial Commission:

E. E. McLaughlin, chairman.

W. C. Williams.

F. P. Lannon.

J. A. Warren, secretary.

Address of commission, Capitol Building, Denver.

CONNECTICUT.—Workmen's Compensation Commission (5 commissioners):

Frederic M. Williams, chairman, Waterbury.

Geo. E. Beers, 42 Church Street, New Haven.

Edward T. Buckingham, secretary, Bridgeport.

George B. Chandler, 209 Pearl Street, Hartford.

Dr. James J. Donohue, Willimantic.

ILLINOIS.—Industrial Board (3 members):

J. B. Vaughn, chairman.

P. J. Angsten.

Robert Eadie.

W. V. Conley, secretary.

Address of board: 1003-1004 City Hall Square Building, Chicago.

INDIANA.—Industrial Board:

Edgar A. Perkins.

Chas. R. Hughes.

Samuel R. Artman.

Howe S. Landers, secretary.

Address of board: State Capitol, Indianapolis.

IOWA.—Industrial Commissioner:

A. B. Funk, commissioner.

Ralph Young, secretary.

Address: Des Moines.

KENTUCKY.—Workmen's Compensation Board (3 members):

Robert T. Caldwell, chairman, Fayette Bank Building, Lexington.

R. C. P. Thomas, Bowling, Green

S. W. Hager, Louisville Trust Building, Louisville.

Alexander Gilmour, secretary, Frankfort.

Address of board: Frankfort.

MAINE.—Industrial Accident Board:

Eben F. Littlefield, chairman.

E. J. Carter.

R. G. Eddy.

Address of board: Augusta.

MARYLAND.—Industrial Accident Commission:

John Milton Reifsnider, chairman.

Charles D. Waggaman.

James Higgins.

Howard C. Hill, secretary.

Address of commission: Equitable Building, Baltimore.

MASSACHUSETTS.—Industrial Accident Board (5 members):

Frank J. Donahue, chairman.

Chester E. Gleason.

David T. Dickinson.

Thomas F. Boyle.

Joseph A. Parks.

Robert E. Granfield, secretary and executive officer.

Address of board: New Albion Building, 1 Beacon Street, Boston.

MICHIGAN.—Industrial Accident Board (3 members):

Thos. B. Gloster, chairman.

James A. Kennedy.

Third member to be appointed.

Gilbert W. Dickson, secretary.

Address of board: Oakland Building, Lansing.

MONTANA.—Industrial Accident Board (3 members):

A. E. Spriggs, chairman.

William Keating.

W. J. Swindlehurst.

A. G. McNaught, secretary.

Address of board: Helena.

NEVADA.—Industrial Commission (3 members):

John J. Mullin, chairman.

H. A. Lemmon.

William E. Wallace.

Address of commission: Carson City.

NEW JERSEY.—Employers' Liability Commission (6 members):

Wm. B. Dickson, president.

Samuel Botterill.

J. Wm. Clark.

John T. Cosgrove.

Walter E. Edge.

Edward K. Mills.

Wm. E. Stubbs, secretary.

Address of commission: Trenton.

NEW YORK.—State Industrial Commission:

John Mitchell, chairman.

Jas. M. Lynch.

Wm. H. H. Rogers.

Louis Wiard.

Edward P. Lyon.

Henry D. Sayer, secretary.

Address of commission: Capitol Building, Albany.

OHIO.—Industrial Commission (3 commissioners):

Wallace D. Yapple, chairman.  
Herbert L. Eliot, vice chairman.  
T. J. Duffy.  
George L. Stoughton, secretary.

Address of commission: Columbus.

OKLAHOMA.—Industrial Commission (3 members):

A. A. McDonald, chairman.  
W. C. Jackson.  
W. L. Blessing.

Address of commission: Oklahoma.

OREGON.—State Industrial Accident Commission (3 commissioners):

Wm. A. Marshall, chairman.  
Harvey Beckwith.  
Carle Abrams.

Address of commission: Salem.

PENNSYLVANIA.—Workmen's Compensation Board:

Harry A. Mackey, chairman.  
James W. Leech.  
John A. Scott.  
John Price Jackson, ex officio member.  
Lee Solomon, secretary.

Address of board: Harrisburg.

TEXAS.—Industrial Accident Board (3 members):

T. H. McGregor, chairman.  
J. H. Fowler.  
J. H. Fricke.  
W. R. Long, secretary.

Address of board: Austin.

VERMONT.—Industrial Accident Board (3 members):

Robert W. Simonds, chairman.  
Sanford Daniels.  
Fred T. Pease.  
Laura M. Burbank, secretary.

Address of board: Montpelier.

WASHINGTON.—Industrial Insurance Commission (3 commissioners):

E. W. Olson, chairman.  
J. M. Wilson.  
F. I. Gill.

Address of commission: Olympia.

WEST VIRGINIA.—Compensation Commissioner:

Lee Ott, commissioner.  
C. L. Topping, secretary.

Address: Charleston.

WISCONSIN.—Industrial Commission (3 commissioners):

J. D. Beck, chairman.  
Fred M. Wilcox.  
George P. Hambrecht.  
P. J. Watrous, secretary.

Address of commission: Madison.



ARBITRATION AND CONCILIATION BOARDS AND OFFICIALS.

ALABAMA.—State Board of Mediation and Arbitration (3 members):

George H. Denny, University.

E. W. Rucker, Birmingham.

James B. Drake, Birmingham.

ALASKA.—Gov. John F. A. Strong, Juneau.

ARKANSAS.—Commissioner of Labor and Statistics:

J. C. Clary, Little Rock.

CALIFORNIA.—State Board of Arbitration and Conciliation.

No board has been appointed; no appropriation.

COLORADO.—Industrial Commission (3 members):

E. E. McLaughlin, chairman.

Frank P. Lannon.

Wayne C. Williams.

J. A. Warren, secretary.

Address of Commission: Capitol Building, Denver.

Deputy Commissioner of Labor:

Axel Swanson, Capitol Building, Denver.

CONNECTICUT.—State Board of Mediation and Arbitration (3 members):

Lucius E. Whiton, New London.

Hugh C. Shalvoy, Danbury.

Edward W. Broder, Hartford.

GEORGIA.—Commissioner of Commerce and Labor:

H. M. Stanley, Atlanta.

IDAHO.—Labor Commission:

J. A. Davis, commissioner, Boise.

Hugh C. Wood, commissioner, Spencer.

ILLINOIS.—State Board of Arbitration (3 members):

Leo J. Winiecki, chairman, 2142 Clybourne Avenue, Chicago.

Harry M. Powell, care of Peoria Star Co., Peoria.

Lewis McGovern, Freeport.

Chas. D. Preble, secretary, 3610 Greenview Avenue, Chicago.

INDIANA.—Gov. Samuel M. Ralston, Indianapolis.

Governor may appoint arbitrators or investigators.

MAINE.—State Board of Conciliation and Arbitration (3 members):

Frederick Bogue, chairman, East Machias.

Reginald Ingalls, Bar Harbor.

Alden M. Flagg, secretary, Auburn.

Address of Board: Bangor.

MARYLAND.—Chief of Bureau of Statistics and Information:

Charles J. Fox, Baltimore.

MASSACHUSETTS.—State Board of Conciliation and Arbitration (3 members):

Willard Howland, chairman, Chelsea.

Charles G. Wood, Concord.

Frank M. Bump, Raynham.

Bernard F. Supple, secretary, Boston.

Address of Board: Room 128, State House, Boston.

MICHIGAN.—Commissioners of Mediation and Conciliation:

Frank L. Dodge, Dodge Block, Lansing.

James Couzens, Dime Bank Building, Detroit.

## MINNESOTA.—State Board of Arbitration:

H. M. Leighton, 127 South Tenth Street, Minneapolis.

W. H. Goetzinger, Lexington Avenue, southwest corner Como Avenue, St. Paul.

Third member died; no other appointment.

## MISSOURI.—State Board of Mediation and Conciliation (3 members):

C. B. Dysart, chairman, Moberly.

J. C. Bassford, Mexico.

Phil R. Toll, 430 Midland Building, Kansas City.

H. F. Childers, secretary, Columbia.

## MONTANA.—State Board of Arbitration and Conciliation.

No appointments yet made.

## NEBRASKA.—State Board of Negotiation and Conciliation (3 members):

Robert B. Cowell, chairman, Omaha

Frank M. Coffey, Lincoln.

Harry E. Reische, Chadron.

## NEVADA.—Gov. Emmet D. Boyle, Carson City.

## NEW HAMPSHIRE.—State Board of Conciliation and Arbitration (3 members):

Dr. John H. Neal, chairman, 452 State Street, Portsmouth.

George A. Tenney, Claremont.

Francis J. Hurley, Towne Block, Manchester.

## NEW YORK.—State Bureau of Mediation and Arbitration:

Frank B. Thorn, chief mediator, Department of Labor, Albany.

A. J. Donney, Department of Labor, Albany.

James McManus, Department of Labor, Albany.

Michael J. Reagan, 230 Fifth Avenue, New York City.

## OHIO.—Industrial Commission (3 members):

Wallace D. Yapple, chairman.

Herbert L. Eliot.

T. J. Duffy.

George L. Stoughton, secretary.

Address of Commission: Columbus.

## OKLAHOMA.—State Board of Arbitration (6 members):

J. G. Leeper, Oklahoma City.

Thos. Bell, Hughes.

T. C. Wyatt, Wanette.

M. F. Landon, Lehigh.

Mont R. Powell, Oklahoma City.

Richard Alexander, Chant.

## PENNSYLVANIA.—State Bureau of Mediation and Arbitration:

Patrick Gilday, chief of bureau, Harrisburg.

## SOUTH CAROLINA.—Board of Conciliation and Arbitration (3 members):

John A. Law, Spartanburg.

John Lee Davis, Columbia.

I. H. Hunt, Newberry.

## UTAH.—State Board of Labor, Conciliation, and Arbitration (3 members):

Lafayette Hanchett, 983 Third Avenue, Salt Lake City.

William Drysdale, Ogden.

James Greenwell.

## VERMONT.—State Board of Conciliation and Arbitration:

Frederick E. Burgess, Burlington.

Solon A. Richmond, Brattleboro.

## WASHINGTON.—Labor Commissioner:

C. H. Younger, Olympia.

WISCONSIN.—Industrial Commission (3 members):

J. D. Beck, chairman.

Fred M. Wilcox.

George P. Hambrecht.

P. J. Watrous, secretary.

Address of Commission: Madison.

UNITED STATES.—Board of Mediation and Conciliation:

Martin A. Knapp, chairman.

William L. Chambers, commissioner.

G. W. W. Hanger, assistant commissioner and secretary.

Address of Commission: 920-927 Southern Building, Washington, D. C.



## BUREAUS OF LABOR IN FOREIGN COUNTRIES.

Country.	Name of bureau.	Chief official.	Location of bureau.	Title of publication.	Frequency of issue.
Argentina....	Departamento Nacional del Trabajo.	Presidente..	Buenos Aires.	Boletín del Departamento nacional del Trabajo.	Monthly.
Australia....	Labor and Industrial Branch (Bureau of Census and Statistics, Department of Home Affairs).	Commonwealth Statistician.	Melbourne..	Labour Bulletin...	Quarterly.
New South Wales.	Department of Labor and Industry.	Minister of Labor and Industry.	Sydney.....	New South Wales Industrial Gazette.	Monthly.
Queensland	Department of Labor.....	Director.....	Brisbane.....	.....	.....
Austria.....	K. K. Arbeitsstatistisches Amt im Handelsministerium.	Vorstand....	Vienna.....	Soziale Rundschau	Do.
Belgium.....	Office du Travail (Ministère de l'Industrie et du Travail).	Directeur Général.	Brussels.....	Revue du Travail..	Do.
Canada.....	Department of Labor.....	Minister of Labor.	Ottawa.....	Labour Gazette....	Do.
Ontario....	Bureau of Labor (Department of Public Works).	Secretary....	Toronto.....	.....	.....
Chile.....	Oficina de Estadística del Trabajo.	Jefe.....	Santiago....	Boletín de la Oficina del Trabajo.	Do.
Denmark....	Direktoratet for arbejds, og fabriktilsynet.	Direktor....	Copenhagen.	.....	.....
Finland.....	Industriстыrelsen (Kejsarliga Senaten).	.....do.....	Helsingfors..	Arbetsstatistisk Tidskrift.	Bimonthly.
France.....	Office du Travail (Ministère du Travail et de la Prévoyance Sociale).	Directeur...	Paris.....	Bulletin du Ministère du Travail et de la Prévoyance Sociale.	Monthly.
Germany.....	Abteilung für Arbeiterstatistik, Kaiserliches Statistisches Amt (Ministerium des Innern).	Präsident...	Berlin.....	Reichsarbeitsblatt.	Do.
Great Britain	Department of Labor Statistics (Board of Trade).	Director.....	London.....	Board of Trade Labour Gazette.	Do.
Greece.....	Division of Labor and Social Welfare (Department of Industry) (Tmema Ergasias Kai Koinonkes Pronolas—Upourgeio tes Ethnikes Oikonomias).	.....	Athens.....	.....	.....
Italy.....	Ufficio del Lavoro (Ministero per l'Industria, il Commercio e il Lavoro).	Direttore Generale.	Rome.....	Bollettino dell' Ufficio del Lavoro.	Monthly, semi-monthly.
	Ufficio Provinciale del Lavoro.	Deputato Provinciale.	Milan.....	.....	.....
Mexico.....	Departamento del Trabajo	.....	Mexico City.	Boletín del Departamento del Trabajo.	Monthly.
Netherlands.	Directie van den Arbeid (Departement van Landbouw, Nijverheid en Handel).	Directeur Generaal.	The Hague..	.....	Do.
New Zealand.	Department of Labor.....	Minister of Labor.	Wellington..	Journal of the Department of Labour.	Monthly.
Norway.....	Socialavdeligen (Departementet for Sociale Saker, Handel, Industri og fiskeri).	Direktor....	Christiania..	Sociale Meddelelser	Bimonthly.
Peru.....	(1).....	.....	.....	.....	.....
Porto Rico...	Negociado del Trabajo.....	Jefe.....	San Juan....	Boletín.....	Irregular.
Portugal.....	República do Trabalho industrial (Direcção geral do Comercio e Industria), Ministerio do Fomento.	.....	Lisbon.....	Boletim do Trabalho Industrial.	Do.
Roumania....	(2).....	.....	.....	.....	.....

<sup>1</sup> Special labor division in the police department created in 1913, but its scope of investigation, etc., limited to the cities of Lima and Callao.

<sup>2</sup> A general ministry of commerce and industry.

## BUREAUS OF LABOR IN FOREIGN COUNTRIES—Concluded.

Country.	Name of bureau.	Chief official.	Location of bureau.	Title of publication.	Frequency of issue.
Serbia.....	Section for Industry, Trade, and Social Legislation (Ministry of Political Economy)(Ministar Narodne Privrede).	.....	Belgrade.....	.....	.....
South Africa. Spain.....	( <sup>1</sup> )..... Instituto de Reformas Sociales.	Secretario General.	Madrid.....	Boletín del Instituto de Reformas Sociales.	Monthly.
Do.....	Dirección General de Comercio, Industria y Trabajo.	Director.....	.....do.....	Boletín Oficial de Comercio, Industria y Trabajo.	Do.
Sweden.....	K. K. Socialstyrelsen.....	Direktor....	Stockholm..	Sociala Meddelanden.	Do.
Switzerland..	Secrétariat Ouvrier Suisse (semiofficial).	Secrétaire...	Zurich.....	.....	.....
Uruguay.....	Oficina del Trabajo (Ministero de Industrias, Trabajo e Instrucción Publica).	.....	Montevideo.	Boletín de la Oficina del Trabajo.	Quarterly.
International	International Labor Office.	Director.....	Basel, Switzerland.	Bulletin.....	Irregular.

<sup>1</sup> Only a public employment office (labor department) in the ministry of mines and industry.

## MONTHLY REVIEW OF THE BUREAU OF LABOR STATISTICS.

### SERIES OF BULLETINS PUBLISHED BY THE BUREAU OF LABOR STATISTICS.

*[The publication of the annual and special reports and of the bimonthly bulletin has been discontinued, and since July, 1912, a bulletin has been published at irregular intervals. Each number contains matter devoted to one of a series of general subjects. These bulletins are numbered consecutively in each series and also carry a consecutive whole number, beginning with No. 101. A list of the series, together with the individual bulletins falling under each, is given below. A list of the reports and bulletins of the bureau issued prior to July 1, 1912, will be furnished on application.]*

#### Wholesale Prices.

- No. 1. Wholesale prices, 1890 to 1912. (Bul. No. 114.)
- No. 2. Wholesale prices, 1890 to 1913. (Bul. No. 149.)
- No. 3. Index numbers of wholesale prices in the United States and foreign countries. (Bul. No. 173.)
- No. 4. Wholesale prices, 1890 to 1914. (Bul. No. 181.)
- No. 5. Wholesale prices, 1890 to 1915. (Bul. No. 200.)

#### Retail Prices and Cost of Living.

- No. 1. Retail prices, 1890 to 1911: Part I. (Bul. No. 105: Part I.)  
Retail prices, 1890 to 1911: Part II—General tables. (Bul. No. 105: Part II.)
- No. 2. Retail prices, 1890 to June, 1912: Part I. (Bul. No. 106: Part I.)  
Retail prices, 1890 to June, 1912: Part II—General tables. (Bul. No. 106: Part II.)
- No. 3. Retail prices, 1890 to August, 1912. (Bul. No. 108.)
- No. 4. Retail prices, 1890 to October, 1912. (Bul. No. 110.)
- No. 5. Retail prices, 1890 to December, 1912. (Bul. No. 113.)
- No. 6. Retail prices, 1890 to February, 1913. (Bul. No. 115.)
- No. 7. Sugar prices, from refiner to consumer. (Bul. No. 121.)
- No. 8. Retail prices, 1890 to April, 1913. (Bul. No. 125.)
- No. 9. Wheat and flour prices, from farmer to consumer. (Bul. No. 130.)
- No. 10. Retail prices, 1890 to June, 1913. (Bul. No. 132.)
- No. 11. Retail prices, 1890 to August, 1913. (Bul. No. 136.)
- No. 12. Retail prices, 1890 to October, 1913. (Bul. No. 138.)
- No. 13. Retail prices, 1890 to December, 1913. (Bul. No. 140.)
- No. 14. Retail prices, 1907 to December, 1914. (Bul. No. 156.)
- No. 15. Butter prices, from producer to consumer. (Bul. No. 164.)
- No. 16. Retail prices, 1907 to June, 1915. (Bul. No. 184.)
- No. 17. Retail prices, 1907 to December, 1915. (Bul. No. 197.)

#### Wages and Hours of Labor.

- No. 1. Wages and hours of labor in the cotton, woolen, and silk industries, 1890 to 1912. (Bul. No. 128.)
- No. 2. Wages and hours of labor in lumber, millwork, and furniture industries, 1890 to 1912. (Bul. No. 129.)
- No. 3. Union scale of wages and hours of labor, 1907 to 1912. (Bul. No. 131.)
- No. 4. Wages and hours of labor in boot and shoe and hosiery and knit goods industries, 1890 to 1912. (Bul. No. 134.)
- No. 5. Wages and hours of labor in cigar and clothing industries, 1911 and 1912. (Bul. No. 135.)
- No. 6. Wages and hours of labor in building and repairing of steam railroad cars, 1890 to 1912. (Bul. No. 137.)
- No. 7. Union scale of wages and hours of labor, May 15, 1913. (Bul. No. 143.)
- No. 8. Wages and regularity of employment in dress and waist industry, New York City. (Bul. No. 146.)
- No. 9. Wages and regularity of employment in cloak, suit, and skirt industry. (Bul. No. 147.)
- No. 10. Wages and hours of labor in cotton, woolen, and silk industries, 1907 to 1913. (Bul. No. 150.)
- No. 11. Wages and hours of labor in iron and steel industry in U. S., 1907 to 1912. (Bul. No. 151.)
- No. 12. Wages and hours of labor in lumber, millwork, and furniture industries, 1907 to 1913. (Bul. No. 153.)
- No. 13. Wages and hours of labor in boot and shoe and hosiery and underwear industries, 1907 to 1913. (Bul. No. 154.)
- No. 14. Wages and hours of labor in clothing and cigar industries, 1911 to 1913. (Bul. No. 161.)
- No. 15. Wages and hours of labor in building and repairing of steam railroad cars, 1907 to 1913. (Bul. No. 163.)
- No. 16. Wages and hours of labor in iron and steel industry in U. S., 1907 to 1913. (Bul. No. 168.)
- No. 17. Union scale of wages and hours of labor, May 1, 1914. (Bul. No. 171.)
- No. 18. Wages and hours of labor in hosiery and underwear industry, 1907 to 1914. (Bul. No. 177.)
- No. 19. Wages and hours of labor in boot and shoe industry, 1907 to 1914. (Bul. No. 178.)
- No. 20. Wages and hours of labor in the men's clothing industry, 1911 to 1914. (Bul. No. 187.)
- No. 21. Wages and hours of labor in the cotton, woolen, and silk industries, 1907 to 1914. (Bul. No. 190.)
- No. 22. Union scale of wages and hours of labor, May 1, 1915. (Bul. No. 194.)
- No. 23. Street railway employment in the United States. (Bul. No. 204.) [In press.]



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### Employment and Unemployment.

- No. 1. Proceedings of the American Association of Public Employment Offices. (Bul. No. 192.)
  - No. 2. Unemployment in the United States. (Bul. No. 195.)
  - No. 3. Proceedings of Employment Managers' Conference. (Bul. No. 196.)
  - No. 4. The British System of Labor Exchanges. (Bul. No. 206.) [In press.]
  - No. 5. Proceedings of the Employment Managers' Conference of Boston. (Bul. No. 202.) [In press.]
- For material relating to these subjects, but not included in this series, see Miscellaneous series, Nos. 1, 10, 12 (Buls. Nos. 109, 172, 183).

### Women in Industry.

- No. 1. Hours, earnings, and duration of employment of wage-earning women in selected industries in the District of Columbia. (Bul. No. 116.)
  - No. 2. Working hours of women in the pea canneries of Wisconsin. (Bul. No. 119.)
  - No. 3. Employment of women in power laundries in Milwaukee. (Bul. No. 122.)
  - No. 4. Hours, earnings, and conditions of labor of women in Indiana mercantile establishments and garment factories. (Bul. No. 160.)
  - No. 5. Summary of report on condition of woman and child wage earners in U. S. (Bul. No. 175.)
  - No. 6. Effect of minimum-wage determinations in Oregon. (Bul. No. 176.)
  - No. 7. Women in the boot and shoe industry in Massachusetts. (Bul. No. 180.)
  - No. 8. Unemployment among women in department and other retail stores of Boston, Mass. (Bul. No. 182.)
  - No. 9. Dressmaking as a trade for women. (Bul. No. 193.)
- For material relating to this subject, but not included in this series, see Miscellaneous series, Nos. 2, 3, 8 (Buls. Nos. 117, 118, 167).

### Workmen's Insurance and Compensation (including laws relating thereto).

- No. 1. Care of tuberculous wage earners in Germany. (Bul. No. 101.)
- No. 2. British National Insurance Act, 1911. (Bul. No. 102.)
- No. 3. Sickness and accident insurance law of Switzerland. (Bul. No. 103.)
- No. 4. Law relating to insurance of salaried employees in Germany. (Bul. No. 107.)
- No. 5. Workmen's compensation laws of the United States and foreign countries. (Bul. No. 126.)
- No. 6. Compensation for accidents to employees of the United States. (Bul. No. 155.)
- No. 7. Compensation legislation of 1914 and 1915. (Bul. No. 185.)
- No. 8. Compensation laws of the United States and foreign countries. (Bul. No. 203.) [In press.]

### Industrial Accidents and Hygiene.

- No. 1. Lead poisoning in potteries, tile works, and sanitary ware factories. (Bul. No. 104.)
- No. 2. Hygiene of the painters' trade. (Bul. No. 120.)
- No. 3. Dangers to workers from dusts and fumes, and methods of protection. (Bul. No. 127.)
- No. 4. Lead poisoning in the smelting and refining of lead. (Bul. No. 141.)
- No. 5. Industrial accident statistics. (Bul. No. 157.)
- No. 6. Lead poisoning in the manufacture of storage batteries. (Bul. No. 165.)
- No. 7. Industrial poisons used in the rubber industry. (Bul. No. 179.)
- No. 8. Report of British departmental committee on danger in the use of lead in the painting of buildings. (Bul. No. 188.)
- No. 9. Report of the committee on statistics and insurance cost of the International Association of Industrial Accident Boards and Commissions. (Bul. No. 201.) [Limited edition.]
- No. 10. Anthrax as an occupational disease. (Bul. No. 205.) [In press.]
- No. 11. Causes of death by occupation. (Bul. No. 207.) [In press.]

### Conciliation and Arbitration (including strikes and lockouts).

- No. 1. Conciliation and arbitration in the building trades of Greater New York. (Bul. No. 124.)
- No. 2. Report of industrial council of British Board of Trade on its inquiry into industrial agreements. (Bul. No. 133.)
- No. 3. Michigan copper district strike. (Bul. No. 139.)
- No. 4. Industrial court of the cloak, suit, and skirt industry of New York City. (Bul. No. 144.)
- No. 5. Conciliation, arbitration, etc., in dress and waist industry, New York City. (Bul. No. 145.)
- No. 6. Collective bargaining in the anthracite coal industry. (Bul. No. 191.)
- No. 7. Collective agreements in the men's clothing industry. (Bul. No. 198.) [In press.]

### Labor Laws of the United States (including decisions of courts relating to labor).

- No. 1. Labor legislation of 1912. (Bul. No. 111.)
- No. 2. Decisions of courts and opinions affecting labor, 1912. (Bul. No. 112.)
- No. 3. Labor laws of the United States, with decisions of courts relating thereto. (Bul. No. 148.)
- No. 4. Decisions of courts and opinions affecting labor, 1913. (Bul. No. 152.)
- No. 5. Labor legislation of 1914. (Bul. No. 166.)
- No. 6. Decisions of courts affecting labor, 1914. (Bul. No. 169.)
- No. 7. Labor legislation of 1915. (Bul. No. 186.)
- No. 8. Decisions of courts affecting labor, 1915. (Bul. No. 189.)

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### Foreign Labor Laws.

- No. 1. Administration of labor laws and factory inspection in European countries. (Bul. No. 142.)

### Vocational Education.

- No. 1. Vocational education survey of Minneapolis. (Bul. No. 199.) [In press.]

For material relating to this subject, but not included in this series, see Wages and hours of labor series, No. 9 (Bul. No. 147); Conciliation and arbitration series, No. 5 (Bul. 145); Miscellaneous series, Nos. 6, 7 (Buls. Nos. 159, 162.)

### Miscellaneous Series.

- No. 1. Statistics of unemployment and the work of employment offices in United States. (Bul. No. 109.)
- No. 2. Prohibition of nightwork of young persons. (Bul. No. 117.)
- No. 3. Ten-hour maximum working-day for women and young persons. (Bul. No. 118.)
- No. 4. Employers' welfare work. (Bul. No. 123.)
- No. 5. Government aid to home owning and housing of working people in foreign countries. (Bul. No. 158.)
- No. 6. Short-unit courses for wage earners, and a factory school experiment. (Bul. No. 159.)
- No. 7. Vocational education survey of Richmond, Va. (Bul. No. 162.)
- No. 8. Minimum-wage legislation in the United States and foreign countries. (Bul. No. 167.)
- No. 9. Foreign food prices as affected by the war. (Bul. 170.)
- No. 10. Unemployment in New York City, N. Y. (Bul. No. 172.)
- No. 11. Subject index of publications of U. S. Bureau of Labor Statistics to May 1, 1915. (Bul. No. 174.)
- No. 12. Regularity of employment in the women's ready-to-wear garment industry. (Bul. No. 183.)
- No. 13. Profit sharing in the United States. (Bul. No. 208.) [In press.]

